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BIHAR AND ORISSA

IN

1929-30

BY

R. JAGMOHAN,

Indian Civil Service.

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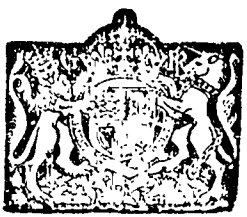

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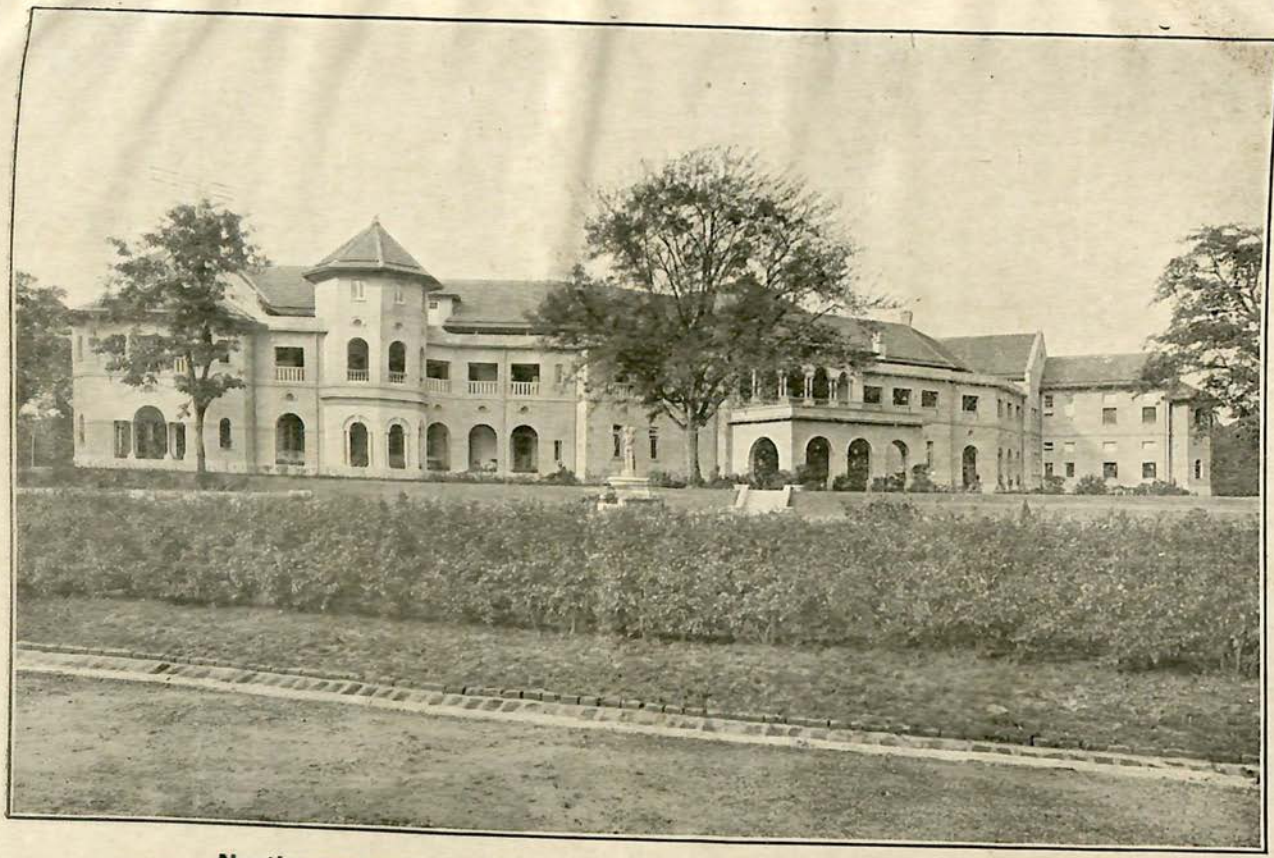

Northern elevation of the new Government House at Ranchi.

NOTICE.

THE task of preparing this book has been entrusted to Mr. R. Jagmohan, I.C.S., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

PREFATORY NOTE.

THE main portion of this volume deals with the financial year 1929-30, viz., the period from April to March. In order to bring the history of the province up-to-date as far as possible, a short summary of the principal events of the calendar year 1930 is included as an appendix.

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Bihar and Orissa in 1929-30.

CHAPTER I.

Political and general events.

The political history of Bihar and Orissa in 1929-30 was on the whole uneventful, though towards the close of the year the initiation of the Civil Disobedience movement threatened future trouble.

Report of the Provincial Committee appointed to co-operate with the Statutory Commission.

The Simon Commission had visited the province in the previous cold weather and taken evidence of officials and non-officials. When concluding their labours in India they invited the members of all the provincial committees for a final conference at Delhi and the representatives of Bihar and Orissa attended it. After their return they formulated their own proposals. One of their members Raja Rajendra Narayan Bhanja Deo on his appointment as a member of the Executive Council ceased to have formal connection with the committee. The report was not unanimous; the majority report was signed by the Chairman and three members, one of whom, the member from Chota Nagpur, added a note of dissent dealing chiefly with the future status of the aboriginal tracts. The majority advocated a bicameral legislature, a unitary cabinet and joint electorates with reservation of seats and certain safeguards for the cultural, religious and educational interests of minorities as well as special considerations for the land-owning class. They also expressed themselves in favour of a separate province for the Oriya-speaking tracts. The two Muhammadan members in a separate report adhered to the decisions of the All-Parties Muslim Conference at Delhi and claimed separate electorates as essential for the well-being of their community. They also advocated statutory provision for adequate representation of their community both in the legislature, local bodies and the services. All members agreed that any further instalment of Reforms must be accompanied by an improvement in the finances of the province and the removal of the unequal burdens with which it had been

saddled. It was pointed out that from its very constitution the province had been handicapped and crippled in financial resources and financial stringency both during and after the war had stunted its healthy growth leaving a legacy of poverty which now had earned for it the name of the " poorest province of India ".

Congress activities.

A fairly large number of delegates from this province attended the session of the Indian National Congress held at Calcutta in December 1928, where one of the principal resolutions passed was in favour of " Dominion Status within a year ". On their return an intensive campaign for recruitment of members and volunteers was carried on in North Bihar and the boycott of foreign cloth was vigorously urged. It was also explained to the people that they should hold themselves in readiness for a picketing campaign against liquor shops. The first response was far from encouraging and later activities were spasmodic and localized and consisted in either hoisting the " national flag " or the burning of foreign cloth. The " national week " celebrations in the beginning of April were also conducted in an atmosphere of comparative apathy and indifference. As a result therefore for sometime after this, there was a lull in the Congress activities. The congressmen however claimed to have attained success in enrolment of members and at the end of May the figures reported by them to the All-India Congress Committee were in the neighbourhood of 30,000, a figure far in excess of any other province. By the end of August a lakh of volunteers and members were claimed to have been enrolled but other information indicated that these figures were exaggerated.

In December Mr. Vallabhai Patel toured the province and although the main burden of his speeches was the imperative necessity for improving the peasants' lot, coupled with emphasis on the cult of *charkha* and abandonment of foreign cloth, drinking and litigation, he also attacked Government and its methods besides advocating non-payment of taxes and the appropriation of wood from the jungles belonging to Government and private proprietors. The seeds of future trouble were thus being sedulously sown and in making such an appeal particularly to the credulous Santals the way was paved for the spread of excitement amongst them. Earlier efforts in this direction had been made by local agitators but apparently with no great degree of success.

A new orientation to the Congress policy was given by deliberations of the Lahore Congress which met in December 1929.

The representatives of Bihar and Orissa did not take a prominent part in it but following the lead given, the Provincial Congress Committee met in the third week of January to frame a programme for carrying into effect the "Independence" resolution passed by the parent body. The hoisting of the national flag and the holding of mass meetings with processions were amongst the initial steps decided upon. Actually however the attempts to celebrate Independence Day on January 26th fell flat, the general public being apathetic and only boys and youths supplied numbers and enthusiasm. The Muhammadan community in most places kept aloof from these demonstrations. The active supporters of the Congress were not yet sufficiently sure of their ground to indulge boldly in a trial of strength with the Government but they lost no opportunity to consolidate and perfect their organization. Early in March Babu Rajendra Prasad, in a speech at Patna, reviewed the possible lines of civil disobedience in the province and favoured an attack upon the always unpopular chaukidari tax in preference to the idea of stirring up the *Nunnias* or salt workers to break the law but there was some talk of starting illicit manufacture of salt on the seashore of Orissa. Attention at this stage was diverted to Mr. Gandhi's march to the seashore but outside the Congress circles it did not arouse much enthusiasm. Meetings were held on March 12th at most places and followed the same lines at each. The events leading up to the march were explained, the alleged inequity of salt tax and its unfair incidence was discussed: the independence resolution was reaffirmed: and people were told to be ready to stop payment of taxes as soon as the order was issued. The attendance at these meetings was poor; at Darbhanga, Bhagalpur, Hazaribagh and Gaya it nowhere exceeded 300. An ex-member of the Assembly and an ex-member of the Council started agitation amongst the Santals but this movement was temporarily checked by their arrest. At the end of March Mr. Jawahar Lal Nehru, who had presided at the Lahore Congress, made a lightning tour through North Bihar rallying the Congress ranks. He addressed several meetings wherein he urged the people to break the salt law and the Chaukidari Act. At about this time the Provincial Congress Committee reversed its former decision by resolving that illicit salt should be prepared either on Mr. Gandhi's arrest or when the All-India Congress Committee ordered it. In consequence organized attempts, though on a small scale, were staged principally in Champaran, Saran, elsewhere in North Bihar and Balasore and they achieved the object of attracting considerable attention.

The general intention of the Congress move seemed to be to create in the minds of people a contempt of law and a spirit of defiance of authority. A policy that encouraged the systematic breaking of the established law was bound to be highly dangerous. This the events in the following summer months amply demonstrated. In the Legislative Council almost all members of the *Swaraj* party resigned their seats as a political gesture but fresh candidates readily came forward to fill their places, and this form of gesture failed to achieve its purpose.

Relations between Hindus and Muhammadans.

During the year the relations between the two communities were better than they had been for sometime past, though tension still existed at certain places and the celebrations of religious festivals continued to provide a source of anxiety to the Police and local officers. Shortly before the *Bakr-Id* the *Arya Samaj* at Patna held their anniversary and the throwing of brickbats on one of the processions caused considerable excitement and a serious disturbance was narrowly averted.

The festival of *Bakr-Id* was celebrated without any serious clash between the two communities but the Police had a very difficult time at Dharampur in Monghyr, where an order enforcing the right of the Muhammadans to perform *Kurbani* was defied by a large mob of Hindus. In view of this and of the strained relations between Hindus and Muhammadans additional police were posted to the area. At Ghazipur in the district of Saran a large mob of armed Hindus collected with a view to attack the Muhammadans whom they suspected of being about to sacrifice a cow but the timely arrival of the police prevented trouble. Two minor raids by Hindus on some Muhammadan houses occurred in the Champaran district. In Sarmera police-station of the Patna district some Hindus rescued cows that were being taken for slaughter and a small dead pig was found in the *Idgah* in Darbhanga town but fortunately none of these incidents led to any demonstrations.

The *Muharram* and *Chehlum* festivals also passed off without any serious friction though there were a few minor incidents partly due to intra-Muhammadan jealousies and partly to communal feeling. In the mufassil, the Hindus participated in the *Muharram* festival but they kept aloof in the towns.

Mahabirdal processions, chiefly in Champaran and Saran districts, have gained importance only in recent years being organized on a large scale to compensate low-caste Hindus for

their abstention from the *Muharram*. Their close imitation of *Muharram* emblems and procedure has been a source of irritation to the Muhammadans. This year the processions in Saran were smaller and no untoward incident occurred except at one place where a clash nearly took place as the Muhammadans objected to the route. There was comparative peace during the *Dasahara* festival and only in Balasore and Singhbhum untoward situations arose. In the former place two Muhammadans threw brickbats at an *akhara* because it continued to play music when passing the grave of a *Pir* and in the resultant fracas two Hindus and a chaukidar received injuries. In the same district the difference of opinion regarding precedence between two Hindu *akharas* threatened to develop into a riot. At Chakradharpur in the Singhbhum district some unknown persons mutilated several images and as a result there was considerable excitement amongst the Hindus which took time to cool down. The Muhammadans of Sakchi in the same district objected to *puja* celebrations within 200 yards of the local mosque but this incident led to no serious developments.

Looking ahead to the coming constitutional changes, a number of provincial Muhammadan leaders were engaged during the year in organizing opposition to the Nehru Report. A new Provincial Muslim Conference was formed and on the press and platform the Nehru Report was denounced as detrimental to Muslim interests.

The Labour World: Strike in the Tinplate Works.

The year was not free from disturbances in the labour world. The trouble which had been brewing for sometime amongst the workers of the Tinplate Works at Golmuri near Jamshedpur culminated in a strike which began on 8th April; matters having been brought to a head by a scuffle two days previously between two of the workers and the watch and ward staff. To appreciate the various phases through which this strike passed it is necessary to outline briefly the events leading up to it. The workers of the Tinplate Company at Golmuri formed a regular union in October 1928 and elected Mr. Daud of the Seaman's Union of Calcutta as their first President. The newly-formed executive proceeded to present a series of demands of a moderate nature to the General Manager who promised to give them sympathetic consideration. At Christmas time when an extra holiday was granted without wages there were indignant protests. The resentment subsided but not completely and labour in the whole of Jamshedpur was unsettled partly on account of the

friction in the Tinplate Works at Golmuri and chiefly because of the rivalry between Mr. Homi's Labour Federation and the older Labour Association for the support of the workers and management of the Tata Iron and Steel Works.

In January at the Tinplate Works some workmen were suspended for insubordination. The Management under instructions from the directors announced a reduction in the hours of work and this led to further dissatisfaction and demands were made that the suspended men besides being reinstated should receive concessions similar to those which Messrs. Tatas gave to their men during the last big strike. Mr. Daud then interviewed the Manager and later publicly announced that he had secured formal recognition of the Union and a promise that the case of the suspended men would be considered. He however supported the Company's argument that for financial reasons the resumption of full time working would have to be deferred. His moderate attitude displeased the men and he resigned being replaced by Mr. Homi, President of the Labour Federation of the Iron and Steel workers, who continued the negotiations, and effected what at first appeared to be a successful settlement. But a small section of the workers were jealous of their new leader and uncompromisingly hostile to any settlement which did not concede their demands in full. In defiance of their accredited leader's advice and without notice to the Management or statement of their grievances they engineered a lightning strike on the evening of the 7th April. When the grievances were formulated in public a few days later it was apparent that most of these had already been negotiated for with success, and Mr. Homi who discountenanced the strike, pointedly said so to the strikers and advised immediate resumption of work. The men refused to go back and Mr. Homi resigned the Presidentship of the Union. Meanwhile the Company, after waiting for the men to return, began to recruit fresh labour of which plenty was available amongst the discharged employees of Messrs. Tatas. The strikers soon showed strong hostility to the employment of " blackleg labour " and they were not slow to adopt violent methods; night-soil was thrown into the houses of loyal clerks and cars carrying men to the Works were stoned and ultimately one of the principal officers of the Company was held up in his car and assaulted. In the circumstances the Management felt bound to afford reasonable protection and security of employment to the new recruits and some counter-picketers were employed by them to prevent molestation and intimidation to their new workers.

Meanwhile the strike had attracted attention in the labour world outside Jamshedpur. As matters stood, Government could hardly interfere nor was intervention solicited at first by any party. It was not until 23rd May that a definite application for action under the recently passed Trades Dispute Act was received and Government deputed Mr. J. R. Dain, I.C.S., Commissioner of Chota Nagpur Division, to make enquiries on the spot and ascertain whether a case for intervention had been made out. He found that a Conciliation Board would prove infructuous and a court of enquiry could hardly serve any useful purpose either as far from being able to suggest, much less to enforce a way out of the deadlock, it could only apportion blame to the parties concerned, and the leaders of the men were definitely opposed to it. By the middle of May four out of the six hot mills were again working and by the middle of July the number of workers had risen to over 3,000—a number larger than the pre-strike force. June and July saw several attempts at intervention by outside labour leaders who threatened to cause sympathetic strikes. Although the police force was strengthened in order to restore general confidence the atmosphere was surcharged with distrust and resentment and an unfortunate clash took place on 22nd August between the strikers and the Pathan counter-picketers employed by the Company.

The situation was discussed in the local Legislative Council and the motion for adjournment was carried by a narrow margin. The local leaders then tried to convey the impression to the strikers that Government would intervene now but it was made known through the press that no change of attitude was intended. In spite of this however desperate attempts to keep the struggle alive continued to be made. Meantime with the full complement of labour the outturn of the Company continued to increase steadily and even beat previous records.

By the end of October, picketing became sporadic and half-hearted. The number of strikers dwindled to about three or four hundred and many men completely disillusioned about the promises of their leaders left Jamshedpur for their homes while others drifted back to work. The strike leaders themselves had got into low water as their funds and credit were exhausted and one by one they also left. The strike slowly died away but although it came to an end it left a legacy of discontented agitation behind.

The only other strike occurred at the Kurharbari Colliery at Giridih belonging to the East Indian Railway and lasted from 31st January to 20th February. Its cause was alleged dissatisfaction over the contract system of raising coal and the lower rates of payment as compared with the Serampur pits. It also looked as if the men had staged the strike with a view to create an impression upon the members of the Royal Commission as the strike commenced on the day of their visit to the area. After promises had been given for an impartial investigation into the grievances, the men resumed work.

The strike in Giridih coalfields.

The conclusion of the strike in the Tata Iron and Steel Works at Jamshedpur towards the latter part of 1928 found Mr. Homi in a strong position and he lost no time in perfecting the Labour Federation which he had organized and putting it on a permanent basis. While the membership of the old Labour Association dwindled, that of the Federation increased and acute rivalry developed between these bodies. The Federation was also successful in getting recognition from the Management.

The Labour Association and the Federation.

In January 1930 a meeting of the All-India Trade Union Congress executive committee was held at Jamshedpur at which Mr. S. C. Bose presided. It was decided to boycott the Whitley Commission and to penalize any union which went against this decision. Resolutions welcoming the Congress resolution of Independence and appointing a central defence committee for the defence of the accused undergoing trial at Meerut were also passed. When the Royal Commission on Labour visited Jamshedpur the Labour Association boycotted it but the Federation did not and Mr. Homi gave evidence. There were no hostile demonstrations during the stay of the Commission although about a thousand workmen mobbed the room where they were taking evidence. Clashes between the adherents of Mr. Homi and the men of the Association at about this time began to be frequent. A case of criminal trespass against some clerks of the Federation for entering the Works accentuated the tension. Two principal lieutenants of Mr. Homi were also charged with an attempt at sabotage in the Duplex plant. The climax came in the arrest of Mr. Homi himself on charges of instigating a riot and assault. Another case of criminal breach of trust in respect of the Federation funds was shortly afterwards brought against him. A civil suit was also instituted against the officials of the Federation for accounts and restitution of funds. Some outside leaders made eleventh hour

attempts to amalgamate the Labour Association and the Labour Federation but without success. The institution of these legal proceedings created a lull in Mr. Homi's activities and the situation in Jamshedpur at the close of the year was somewhat easier than it had been for a long time.

Trade unions.

Up to the end of the year the total number of trade unions registered was only three and this small number indicates that the organization of labour has made little progress in this province. The few trade unions registered do not appear to be making any advance or to be complying with the requirements of the Trade Unions Act and the rules framed thereunder. There is a singular reluctance in submitting the annual returns and prosecutions had to be made to punish the default.

The Provincial Press.

The number of newspapers and periodicals published in the province during 1929 was 140 against 129 in the previous year. Their circulation—the highest figure for any one newspaper or journal being 3,800—did not extend beyond the provincial limits and excepting the educated community it cannot be said that they exercised any large influence upon public opinion. Prosecutions were instituted during the year against two newspapers, the *Mukti*, a Bengali weekly and the *Tarun Shakti*, a fortnightly paper, also written in Bengali appearing from Chaibasa. In the *Mukti* an article entitled " Revolution " appeared in which the examples of the French and Russian revolutions were held up for emulation and young men were exhorted to go amongst the peasants and workmen and incite them to similarly revolt. The editor, printer and publisher of this paper were prosecuted under section 124-A. The latter was sentenced to three months' simple imprisonment and his conviction was upheld by the High Court. The former was sentenced to one year's simple imprisonment and he refused to take part in the trial or lodge an appeal. The *Tarun Shakti* indulged in a series of articles couched in objectionable and seditious language and charges under sections 124-A and 153-A, Indian Penal Code, were preferred against the editor, printer and publisher and the keeper of the press. All the accused were found guilty under both the sections and sentenced to different terms of imprisonment, the editor getting six months' simple imprisonment. On appeal the accused persons were acquitted under section 153-A, Indian Penal Code, but the sentences were maintained under the other section. The editor of the *Tarun*

Shakti was also prosecuted on another charge under section 124-A, Indian Penal Code, for writing a seditious preface to a Bengali pamphlet entitled "*Gitay Karmajog*" which was issued simultaneously with the first number of the *Tarun Shakti*. He was sentenced to six months' simple imprisonment on this count.

In consequence of the publication by the *Searchlight* of two confidential Government documents, the local Government decided to withdraw their advertisements and the free supply of their publications from that paper. The action of Government was criticized by other papers and a censure motion on the subject was discussed in the Council but it was defeated.

Although there was a marked improvement in the tone adopted by the newspapers towards the police, the "Political" Press as exemplified by the *Searchlight* showed no alteration in its attitude towards Government and destructive criticism couched in intemperate language continued in many instances to be the dominating note. The announcement of His Excellency the Viceroy after his return from England and the offer of the Round Table Conference were viewed, except in a few instances, with distrust and suspicion; but the resolution of Independence at the Lahore Congress was applauded. The decision of the local Government not to interfere in the strike at the Tinplate Works at Golmuri was attacked by the *Searchlight* as a partisan measure designed to protect the interests of European capital. Possibly because the year was free from serious communal trouble, less prominence was given to communal questions than in previous years, though whenever an opportunity was provided as in the report of the Sanskrit Committee or the appointment of the Vice-Chancellor of the Patna University sentiments of bitterness found expression. There was a sharp cleavage of opinion over the Child Marriage Restraint Bill, popularly known as the Sarda Bill. The *Searchlight* and some advanced papers welcomed the legislation while others including all Urdu newspapers condemned it and the *Ittihad* characterized it as a "direct onslaught on Islam". In foreign politics interest in the affairs of Afghanistan was maintained and the Urdu papers gave prominence to the situation in Palestine and sympathized with the Arabs. The cause of Indian settlers in Kenya was also advocated by some of the newspapers published in English.

Changes in the Administration.

His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S., proceeded on leave for four months on 26th April 1929 and during his absence the Hon'ble Mr. J. D. Sifton, C.S.I., C.I.E., I.C.S., assumed charge as acting Governor, while the Hon'ble Raja Rajendra Narayan Bhanja Deo was appointed Vice-President of the Executive Council. The temporary vacancy in the Executive Council was filled by the appointment of Mr. J. T. Whitty, C.I.E., I.C.S., Commissioner of the Tirhut Division. Shortly after the return of Sir Hugh Stephenson, the Hon'ble Mr. Sifton proceeded on four months' leave and the Hon'ble Raja Rajendra Narayan Bhanja Deo again became Vice-President of the Executive Council while Mr. Whitty also continued to act as a Member. The Hon'ble Mr. Sifton resumed charge on the 29th December.

On the Transferred side, the portfolios of Education and Local Self-Government were throughout held by the Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Kt., and the Hon'ble Sir Ganesh Dutta Singh, Kt., respectively.

CHAPTER II.

Finance.

Poverty of Bihar and Orissa.

In the reports of previous years the financial position of Bihar and Orissa has been dealt with at length. Its comparative poverty amongst the provinces of India is now a byword and it is scarcely an exaggeration to say that in every branch of public activity the financial incubus looms disproportionately large and not only acts as a positive brake to extensive developments but makes it imperatively necessary for the Government to conserve existing resources and be watchful of the ever-present problem of how to make the two ends meet. The marvel has been that even with such a large population to deal with on a rather meagre revenue the province has been successfully equipped and the administration has run not unevenly and that particularly with the advent of the Reforms and the concomitant increase of expenditure no severe break-down has taken place.

The statement below emphasizes the unenviable position in which the province stands :—

Province.	Population in millions according to last census.	Revenue in crores of rupees (excluding extra-ordinary receipts) according to the budget estimates of 1929-30.	Revenue per mille.	Expenditure per mille.
			Rs.	Rs.
Bihar and Orissa ..	34	5·85	1,721	1,766
Madras ..	42·3	18·07	4,271	3,690
Bombay ..	19·3	15·71	8,140	8,277
Bengal ..	46·7	11·61	2,486	2,372
United Provinces..	45·3	13·06	2,883	2,513
Punjab ..	20·7	11·49	5,551	5,258
Central Provinces..	13·9	5·55	3,992	4,229
Assam ..	7·6	2·79	3,671	3,679

The inequitable burdens.

The reasons for the poverty of the province are mainly historical and are not far to seek. The province is a recently-created one having come into existence in 1912 as a by-product of the revocation of the partition of Bengal. Land Revenue, one of the principal sources of income, is limited by the permanent settlement and by a decision of the Secretary of State in the last eighties the benefit of revenues from mineral resources has also been barred. The mineral resources of Bihar and Orissa are richer than those of any other province in India and if the rights in these minerals had been reserved to the Government as in the other more recent and temporarily-settled areas the province would not perhaps be in its present financial straits. To take an instance the standard rate of royalty fixed by the Secretary of State for coal is 5 per cent on the value at pit's mouth. If the average price of coal be roughly put at Rs. 3 a ton then at this rate for the 15,000,000 tons of coal produced in Bihar and Orissa the province would have benefited by Rs. 22½ lakhs. The permanent settlement has had the further effect of removing any hopes of increased resources by large irrigation schemes such as for instance have provided a source of wealth to the Punjab. If such schemes were possible in this province, the only return Government could look for would be the actual charge for the water supplied. The combined effect of these circumstances has been to condemn this province, which might have been one of the richest in India to bleak poverty. The centres of mineral industry instead of providing income have necessitated increased expenditure on Police and other forms of administration and even a proposal which the local Government sponsored sometime ago of imposing a tax on coal exported from the province was not accepted.

The Meston Settlement.

To the peculiar circumstances of the province the Meston Settlement contributed not a little in the adding of financial embarrassments. When the province was called into existence as an act of administrative convenience, for the first three years a temporary settlement—somewhat in the nature of a domestic arrangement—was effected on the lines applicable to other provinces. Under this the local Government was provided with certain sources of revenue and was required to meet certain categories of expenditure from them. Then for the remaining pre-Reform period a settlement was effected, worked out on the basis of actual expenditure prior to 1912. Now when Bihar and Orissa was still an appendage of Bengal, the standard of expenditure in Bengal was lower than that

of any other province in India and the standard in the districts on its outer fringe—which are now included in Bihar and Orissa—was only slightly more than half of what it was in the rest of the province. Therefore when Bihar and Orissa became a separate province this unduly low standard of expenditure was taken as the normal and in its turn determined the standard of revenue which it was considered necessary to provide. Thus the handicap was maintained and the administration continued to be starved after it had become a separate province; even now the standard of revenue and expenditure as the figures show is far lower in Bihar and Orissa than in any other province in India. Amongst the nine major provinces of India, Bihar and Orissa stands fourth in point of area and population. In point of revenue it stands seventh with a revenue of approximately Rs. 5¾ crores, while all the other provinces except Central Provinces and Assam, of which the population is far smaller have a revenue of over Rs. 10 crores.

The province was started in its way with an opening balance of Rs. 125 lakhs, of which Rs. 85 lakhs represented the initial expenditure of starting the province. By Devolution Rule 24, the responsibility for the capital expenditure incurred by the Governor-General-in-Council on certain irrigation works in the province was passed on to the Government of this province. In respect of the Orissa canals alone, which are maintained at a dead loss, the provincial Government has been required to pay Rs. 8½ lakhs a year to the Central Government by way of interest.

The Meston Committee, whose task was to divide the heads of revenue between Central and provincial Governments with a view to make the provinces more independent, took no account of provincial scales of expenditures and surpluses but only of the difference that would be made to the various provinces by the allocation to them of particular revenue heads. This was calculated to result in the handing over of Rs. 1,850 lakhs a year from the Central to the provincial Governments and a resulting annual deficit to the former of Rs. 983 lakhs, which had to be made up by provincial contributions, calculated roughly in proportion to the benefit they had received from the increased spending power made over to them as their share of the Rs. 1,850 lakhs. The increased spending power of Bihar and Orissa was estimated at Rs. 51 lakhs but in recognition of the fact that it was the poorest province in India the initial contributions were excused. Whatever temporary benefit the province may have derived from this consideration the fact remains that the Meston Settlement

confirmed and perpetuated the relative inferiority of Bihar and Orissa to other provinces. The provincial contributions ceased from 1927-28 as was to be expected from the distribution of resources suggested by the Meston Committee and the other provinces benefited considerably, but this province, which ex-hypothesi was so impoverished that it could never afford to pay a contribution at all, received no further relief. Meanwhile the period of surpluses due to increase in Excise revenue also ended and now that expenditure has overtaken revenue and deficits are recurring every year the fundamental unfairness of the Meston Settlement to Bihar and Orissa stands revealed.

Inelastic sources of income.

The second prop of this province is the excise revenue but it has been subjected to a fusillade of objections from politicians and it is quite possible that the tendency towards prohibition will continue with increasing pace. By adopting a policy of maximum revenue combined with minimum consumption Government succeeded in combining a decrease in consumption of excisable articles with an increase of revenue from just under Rs. 1¼ crores to just under Rs. 2 crores. It may be said with justice that it is due almost entirely to this cause that any progress has been possible in the transferred side of the Government. But as indicated above the limit of expansion appears to have been reached and in fact for the last four years the revenue has been stationary with a tendency to decrease. The danger of further forcing prices upwards lies in encouragement of illicit practices but even if these can be controlled the revenue is likely to increase only by an increase in consumption. But as may be guessed it is unthinkable that the local Government should deliberately encourage an increase of consumption for revenue purposes; on the contrary it is only the consideration for provincial revenues, which has prevented the Legislative Council from impelling the local Government in the direction of a more drastic restriction.

The stamp revenue has increased by a few lakhs by the step taken by the local Government to enhance the scale of court-fees but a policy, which increasing as it does the cost of justice to the public is not one that can be pursued indefinitely. It will be seen from what has been said above that the provincial revenue, four-fifths of which is derived from land revenue, stamps and excise, is fixed and inelastic, and accounts in no small measure for the predicament in which the province is placed.

Pressing needs and low standard of expenditure.

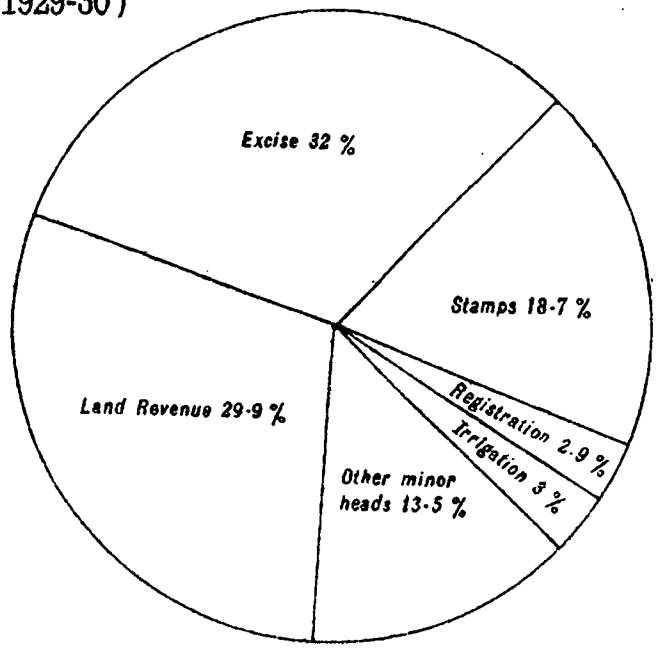
From what has been mentioned above, there is no need to stress the fact that the standard of administration which was unduly low at the inception of the province has been stereotyped by the financial settlements made since then. Owing to its lack of financial resources, Bihar and Orissa has not been able to approach the standard of the other provinces of India. and as things stand at present it never can. It is also a delusion to think that the needs of the province can be met by imposition of specially heavy provincial taxation. There is little hope of raising any substantial revenue by means of the scheduled taxes in the province. In a province where 963 per mille of the population live in villages and where with the single exception of Patna there is not a town with a population of over 100,000, there is not much prospect of taxing land put to uses other than agricultural. The proceeds from an Amusement Tax are hardly likely to even cover the cost of collection. Registration fees have already been doubled. In fact from whatever point it may be looked it appears that on the present settlement no increase of revenue can be anticipated.

There is a popular fallacy which has often found expression on the press and platform that the only remedy for the present unsatisfactory financial condition lies in the direction of drastic retrenchment, but it is forgotten that effect of such a policy would be to further lower the existing low standard of administration. There are still many pressing needs which remain to be satisfied and at present very little beyond bare necessities has been provided. In the 21 districts with an area of 83,000 square miles is concentrated a population of 34 million persons and this immense population has to be considered every time in forming the criterion of its needs. The standard of medical and educational administration could be reasonably raised and larger facilities provided. As it is, judged by the large size of districts and the proportion of population to superior posts or to the number of policemen, Bihar and Orissa is very much behind other provinces and has much leeway to make up if it is not to ignobly lag behind in the race for progress.

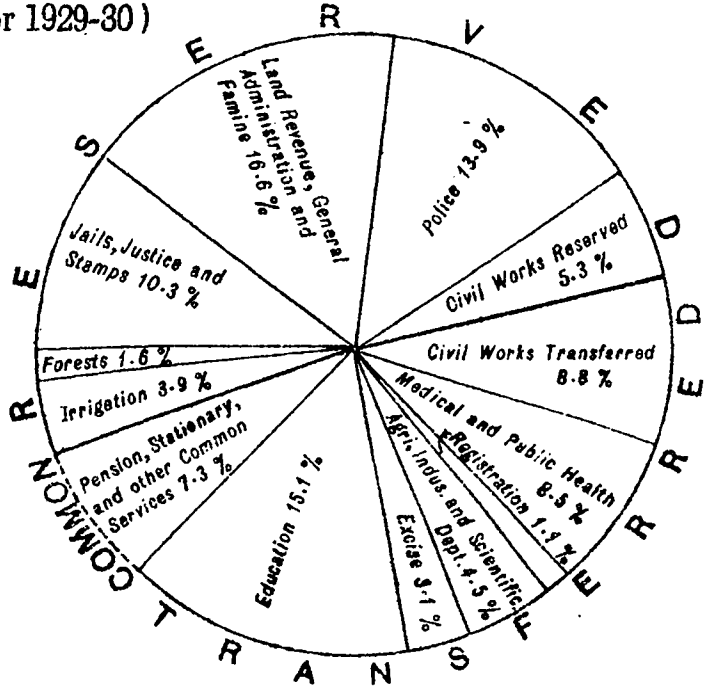
The financial position at the beginning of the year.

When the budget was introduced in the Legislative Council in February 1929 it was anticipated that at the beginning of the financial year there would be an opening balance of Rs. 160.72 lakhs including Rs. 57.10 lakhs in the Famine

Revenue in B & O
(Actuals for 1929-30)



Expenditure in B & O
(Actuals for 1929-30)


REVENUE EXPENDED
COMMON TRANSFERRED
Land Revenue, General Administration and Famine 16·6 %
Police 13·9 %
Civil Works Reserved 5·3 %
Civil Works Transferred 8·8 %
Medical and Public Health 8·5 %
Registration 1·1 %
Agric. Indus. and Scientific Dept. 4·5 %
Excise 3·1 %
Education 15·1 %
Pension, Stationary, and other Common Services 7·3 %
Irrigation 3·9 %
Forests 1·6 %
Jails, Justice and Stamps 10·3 %

Relief Fund. The total revenue of the year was expected to amount to Rs. 584.81 lakhs. This was nearly Rs. 10 lakhs more than the budget of the previous year: an increase of nearly Rs. 3½ lakhs under land revenue was anticipated because of increased assessment in Orissa. As against this, " First Edition Expenditure " which is the technical term for expenditure debitable to revenue to which Government is already committed, was placed at Rs. 572.03 lakhs. Although the margin between Revenue and First Edition Expenditure was slight yet help had come from other sources. The revision of the Devolution Rules made available the surplus in the Famine Relief Fund. A minimum balance of Rs. 15 lakhs had to be maintained and any sum in excess could with the previous sanction of the Governor-General in Council be utilized for ordinary non-recurring expenditure. The excess balance in the fund was estimated at Rs. 42.10 lakhs and it was decided to withdraw Rs. 18.86 lakhs for spending on non-recurring expenditure and for granting loans to district boards. A larger slice was not considered desirable as the accumulation at the credit of the province could by no means be said to be unduly large. Altogether a sum of Rs. 46.26 lakhs was made available for new expenditure of which the recurring expenditure amounted to Rs. 2.31 lakhs during the year, rising ultimately to Rs. 3 lakhs. The position as regards recurring expenditure on fresh schemes is fraught with considerable risks in a province with inelastic resources, as liabilities which have to be financed from year to year are an added burden, which once undertaken cannot be lightly shifted. The spacious years made possible by the large increase in excise revenue ended with 1926-27 when the cessation in the expansion of this head of revenue began to be felt and Government in the interests of safety practically decided to desist from fresh recurring expenditure in the following years. This state of affairs might have continued but for unexpected relief from further payments to the Provincial Loans Account and of assignments to the Famine Fund.

The Transferred Departments were as usual generously treated in the provision of new expenditure, the distribution being as follows:—

	In Lakhs. Recurring.	In Lakhs. Non-recurring.
Reserved	1.38	12.82
Transferred	.91	28.00

That is to say, the Reserved Departments got one-third and the Transferred Departments two-thirds of the sum available. The expenditure in the Reserved Departments was mainly concerned with the formation of a new irrigation division in Orissa in accordance with recommendations of the Orissa Flood Committee. The Finance Member made it clear that the bright streaks in an otherwise sombre picture were due to the fact that the assignments to the Famine Relief Fund and the instalments to the Provincial Loans Fund had ceased and expenditure under the head, Civil Works, which for some years had been swelled by the capital outlay on buildings necessary for the equipment of the province was also declining. Unexpected relief had also as already stated been provided by the modification of the constitution which governed the Famine Fund. But for these factors it would have been scarcely possible to release any funds for recurring and non-recurring expenditure.

Financial prospects at the close of the year.

The note of subdued optimism struck in the beginning was not falsified as the year wore on. The opening balance of the year which had been forecasted at Rs. 160.72 lakhs turned out actually to be Rs. 171.89 lakhs owing to savings in Medical, Public Health and Civil Works items of the 1928-29 budget, and thus the province started with Rs. 11.17 lakhs more in the balance than was originally expected. The revised budget indicated an increase in the land revenue which came from the revised settlement of Orissa while a windfall occurred in the unexpectedly heavy lapse of unclaimed deposits in court. The receipts from Excise were also more favourable than had been anticipated owing to good harvests. The revenue expenditure was well within the budget—in fact Rs. 8.49 lakhs less than the provision but the shortage was due to the fact that the amount earmarked for flood protection work in Orissa could not be fully expended.

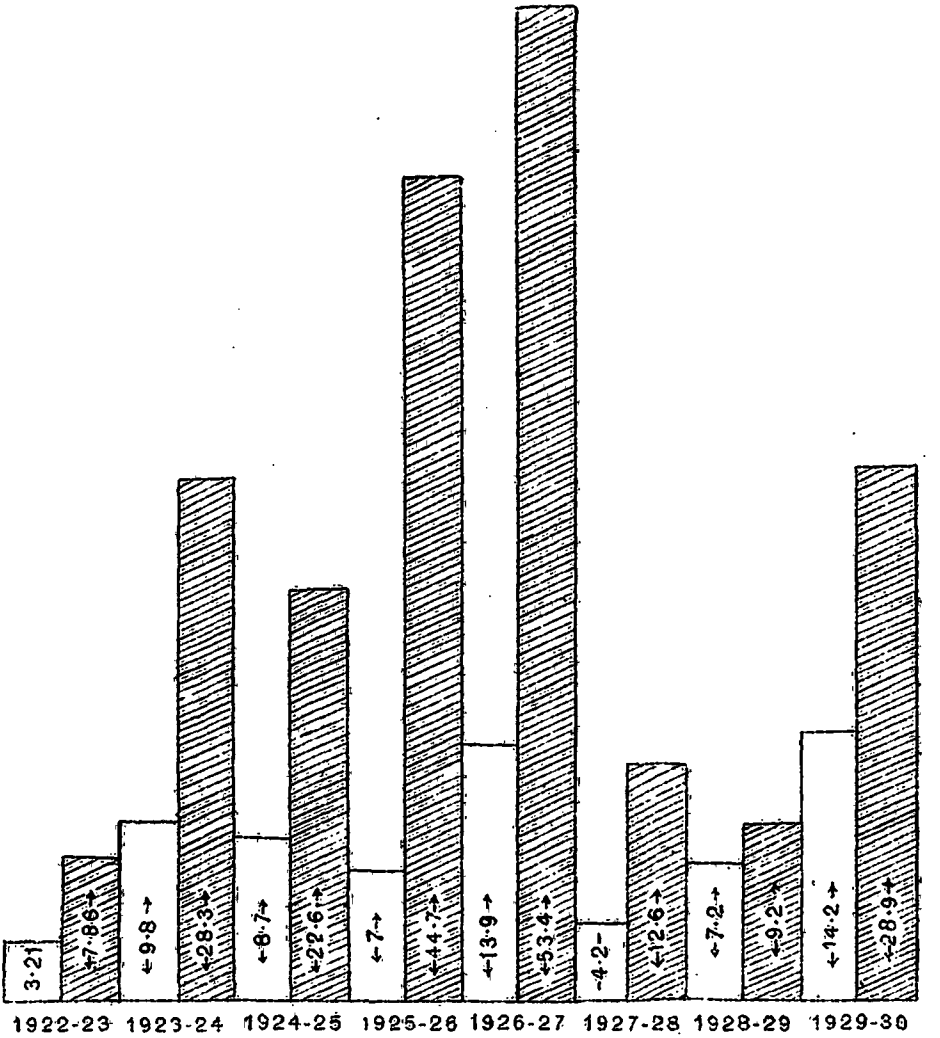
In the net result the total expenditure in the revised budget was expected to be Rs. 653.24 lakhs as compared with the budget provision of Rs. 668.98 lakhs and the closing balance was expected to be Rs. 141.94 lakhs, representing Rs. 101.29 lakhs as the ordinary balance and Rs. 40.65 lakhs in the Famine Relief Fund. This comparatively favourable result was achieved owing to three causes, which had operated during the year : firstly the additional receipts during the year mentioned above amounting to Rs. 3.32 lakhs; secondly the reduced expenditure which taking into account

Comparison of the total amounts that have been allotted to the Reserved and Transferred departments respectively for new projects during each of the last eight years 1922-23 to 1929-30.

Scale 1 inch = 10 Lakhs of rupees.

□ ... Reserved.

▨ ... Transferred.



the transactions both chargeable and not chargeable to revenue was less by Rs. 15.74 lakhs; the difference of Rs. 7½ lakhs in the latter was due to the fact that owing to a favourable monsoon loans to cultivators had not been in great demand; and thirdly the fact that the opening balance had been larger than expected by Rs. 11.17 lakhs.

The details of revenue and expenditure under all heads are given for facility of reference in Appendix III and therein the budget estimate for 1929-30, the revised budget for 1929-30 and the estimates for 1930-31 have been incorporated.

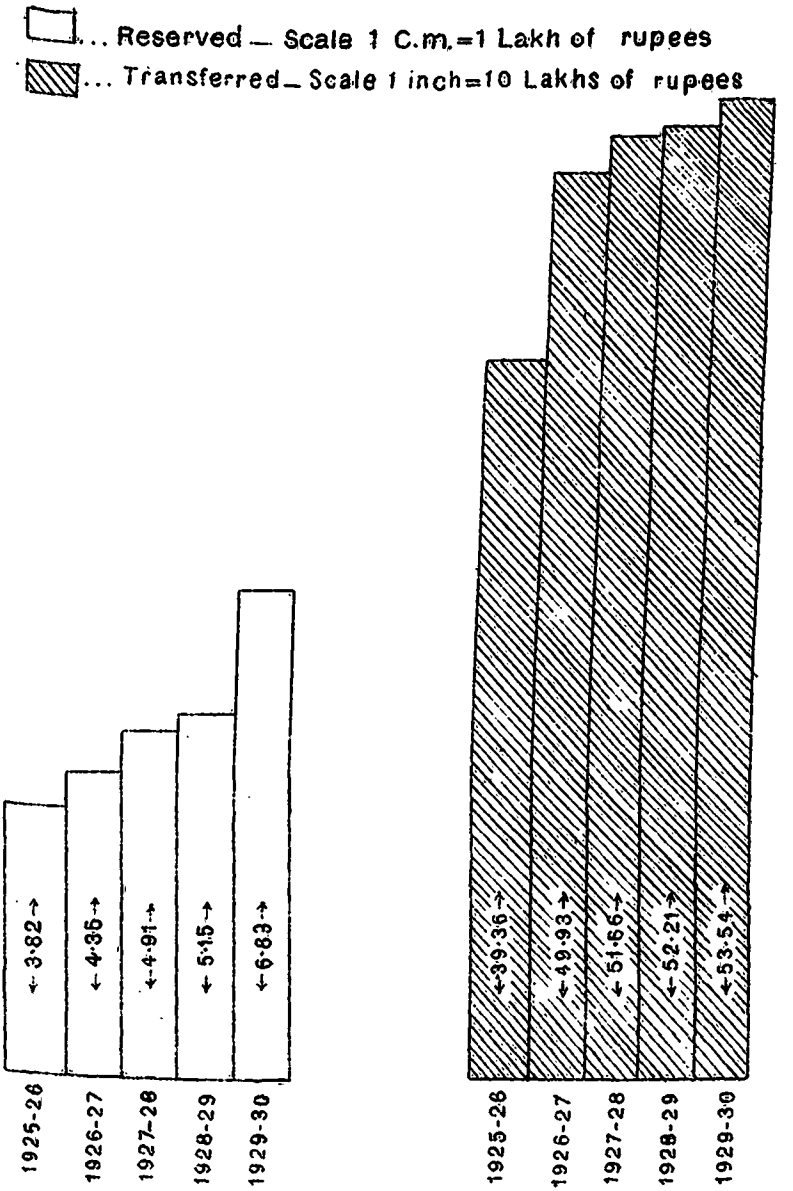
Past neglect and future hope.

The actual position of the province from what has been stated above rules out any possibility of launching out boldly into fresh recurring expenditure which the future well-being of the province undoubtedly requires. The province has approached a static position when it will be dangerous to further encroach on the provincial balance for even non-recurring expenditure. The accumulated balance is barely enough to satisfy some of the urgent commitments like flood protection scheme in Orissa but when this gets exhausted the province will have nothing to fall back upon because as has been indicated above, the margin by which the revenue exceeds recurring commitments is extremely precarious. The year 1929-30 was fortunate inasmuch as a good monsoon and reasonable harvests made it unnecessary to spend anything out of the ordinary. It is too much to expect that such favourable conditions will last for ever and in fact after the close of the financial year the general trade depression and the civil disobedience movement administered a rude shock to the provincial revenues and afforded proof of the dangers inherent in so inelastic a system of finance. It is obvious therefore that political results of grave importance must follow unless substantial relief in some form is afforded to it. Murmurs of discontent have already been heard because the provision for new recurring expenditure has been virtually brought to a standstill. The position in the future will be an impossible one until means are provided to keep pace with if not to overtake the rate of development in other provinces. With one voice the Government of the province and the legislators through the medium of the committee which they appointed to co-operate with the Indian Statutory Commission have demanded for an adjustment of an equitable financial settlement which will save this province from being condemned to a permanent state of inferiority. To quote from the

report of the latter " We consider our duty to point out that no mere paraphernalia of political institutions will help to make the people of the province happy and contented unless reasonable opportunities are given and adequate means found not only to make up for the lost ground but to provide for their legitimate aspirations. Improvements must be sought in the standard of administration and funds made available for some of the pressing needs so that the province may at least be provided with the essentials of a modern civilized Government. The 34 millions who comprise this province have suffered neglect so far and in assessing their needs neither past achievements nor contemplated reforms nor the revenue collected should be the criteria but the largeness of the population which factor alone is of prime importance. We are not content to remain behind other provinces when there is no seeming justification for it and if other provinces are able to go ahead and Bihar and Orissa is left behind the result cannot be at all satisfactory from the national point of view ". To this it is hardly necessary to add anything except what has been emphasized before that being the poorest province in India as recognized definitely by the Meston Committee, the claims of Bihar and Orissa for special treatment, can hardly be contested. It is the only province which receives no benefit from the remission of the provincial contributions with the result that relatively to the other provinces it is even worse off now than it was before the contributions were remitted.

Diagram showing the ultimate expansion in the Reserved and Transferred departments respectively which will result from the new projects initiated in the last five years (1925-26 to-1929-30.)

(Recurring expenditure only has been shown)



CHAPTER III.

The Legislature.

Sessions of the Council.

As usual two sessions of the Legislative Council were held—the autumn session at Ranchi during September 1929 and the winter session in January, February and March of the following year. In all there were 33 meetings, of which eleven were wholly and one partly devoted to non-official business. The Hon'ble Khwaja Muhammad Nur and Rai Bahadur Lakshmidhar Mahanty continued to hold office as President and Deputy President respectively.

Bills passed.

Three Bills became law during the period under review. Of these the Chota Nagpur Tenancy (Amendment) Bill was introduced in 1927 and passed by the Council in March 1929. It was sent back with a message by His Excellency the Governor for the reconsideration of a provision which limited the acquisition of land by a mine-owner to the surface area above his coal-mine. After reconsideration the Council accepted the substance of the change and amended the Bill.

The Orissa Tenancy (Amendment) Bill, 1928 which had been sponsored by a private member also became law. Its object was to improve agriculture by facilitating the consolidation of holdings by means of transfer by exchange. A last minute amendment that its provisions should apply to permanently-settled estates was rejected.

The Council at last sanctioned legislation in respect of mica-mining. The previous attempts in this direction had proved abortive. But fresh evidence was constantly coming that the development of this important key industry was being seriously hampered by the extensive prevalence of theft and illicit trading in stolen mica. From certain quarters criticism was levelled that the proposed legislation was discriminatory in nature and might check legitimate competition and create a monopoly for big firms. The revised measure introduced in the autumn session of 1929 however met all practical objections and criticisms and provided for greater relaxation of control and minimum of restriction to the honest worker and trader engaged in the industry. The Bill provided for the licensing of persons engaged

in the industry, the preparation of proper accounts of mica sold or stored, and conferred powers to make rules regarding the inspection of such accounts by a suitable agency. In the autumn session of 1929 the Bill was referred to the Select Committee and became law in the following winter session.

Other Bills.

A large number of other Bills were discussed, the majority of which were circulated for eliciting public opinion.

For the protection of agricultural and milch cattle, legislation was attempted by a private member who introduced the Bihar and Orissa Cattle Bill and when an amendment was moved for its circulation in order to elicit opinion there was equality of votes. The President gave his casting vote in favour of circulation on the principle that his vote should not give finality to the decisions of the Council and the members should get an opportunity of expressing their opinions again. A comprehensive Bill for the control of Hindu charitable and religious institutions was moved by another private member but in view of its complicated nature consideration was deferred until public opinion had been consulted on the subject. In the meantime a committee was appointed to report upon the question of management of Hindu charitable and religious institutions. The supersession of the Gaya district board was indirectly touched in the amendment moved to the Bihar and Orissa Local Self-Government Act; the professed object of the amendment was to protect local bodies from possible abuse of the powers of supersession vested in the local Government but it became apparent that the result would be to circumscribe the powers of the latter to intervene and protect the interests of the rate-payers even in case of continued default and abuse of powers by a local body. The Council decided to circulate the Bill for eliciting public opinion and in the following session owing to the resignation of the mover the Bill lapsed. Two other Bills aimed at providing Muhammadans with adequate representation in local bodies with a statutory provision that the executives in these local bodies should alternately be Hindus and Muslims. These were opposed by Government. A somewhat similar Bill which required 25 per cent of the seats to be fixed for Muhammadans was referred to a select committee on the understanding that the question of joint or separate electorates or other means of providing adequate representation to the Muhammadans should be threshed out and examined by the Select Committee.

An amendment was moved to the Chota Nagpur Tenancy Act with a view to secure relaxation of restrictions on the transfer of land by non-aboriginal raiyats for residential, charitable, religious and educational purposes or for mining and irrigation. In the end the Council accepted the motion for circulation of the Bill.

Of the Bills introduced during the period under review the Bihar and Orissa Mussalman Wakf Bill which sought to provide for the regulation and control of certain Mussalman charitable and religious endowments was referred to a select committee in the winter session. A previous Bill on the subject had been rejected after being subjected to vigorous criticisms by the Muhammadan members. Government sponsored two Bills and the first of these, the Bihar and Orissa Motor Vehicles Taxation Bill, was intended to enable the local Government to find additional funds for road development. The second Bill introduced was with the object of amending the existing law regarding imposition of a drainage tax in municipalities. A private member following in the line of a previous resolution passed by the Council, which had recommended that the provisions of the Chota Nagpur Encumbered Estates Act should be applied to the whole of Bihar, introduced a Bill with the object of preventing zamindars from being ruined on account of indebtedness and mismanagement of their estates.

Tenancy legislation in Bihar.

The attempts to effect improvement in the existing tenancy law of Bihar made no headway in spite of every possible effort on the part of Government to find a measure which should command the support of both the raiyats and the landlords. The history of these infructuous attempts goes back to 1922 when a Bill was introduced by the Government in the Legislative Council. The main points on which opposing interests could not agree were the recognition of the right of transfer in raiyati holdings, the respective rights of landlord and tenant in the trees on the raiyats' holdings and the extension of *zirat* lands. The Bill was withdrawn in the winter session of 1923 in the absence of any agreed measure. The question was revived in 1924 and Government then stated that they would not undertake legislation unless either the differences between the two parties became so acute as to compel their intervention, or there was evidence of a strong desire on the part of all concerned to make up their outstanding differences and a reasonable expectation of attaining an amicable settlement. In the winter session of 1925, a Bill drafted in the interests of the raiyats was introduced but it was a one-sided measure and

although the landlords did not oppose its introduction they made their attitude clear from the first and subsequently successfully opposed the motion for reference to a select committee. The raiyats' party returned to the attack in 1927 when Pandit Shiv Shankar Jha re-introduced the Bill. Realizing the impossibility of inaction the landlords introduced a Bill of their own through Babu Chandreshwar Prashad Narayan Singh. These Bills were referred together by agreement to the same select committee and although agreement was reached on a number of points yet as happened on previous occasions there was no unanimity on the subjects of transfer of rights in trees and proprietor's private land. In these circumstances the select committee recommended the withdrawal of the two Bills on the understanding that Government would introduce a Bill embodying those points on which agreement had already been reached and suggesting equitable solution on the other issues involved. After the report of the Select Committee on the private members' Bills had been presented in the autumn session of 1929, a new Bill was introduced by Government and referred to another Select Committee. The party of landlords agreed to a modification of the present law which would facilitate the transfer of occupancy holdings but only on the condition that they received simultaneously the right of pre-emption which had been conceded to the landlords of Bengal. To this, however, the raiyats' party did not agree. Therefore the Government in these circumstances decided not to press the Bill which was dropped in the winter session.

Questions and Resolutions.

The number of questions asked was 377 against 618 and the number of supplementary questions 457 against 879 in the corresponding period of last year. As many as 18 resolutions were discussed by the Council in the two sessions. The removal of the sex disqualifications for election and nomination to the Legislative Council was the logical sequence of the first step taken in February 1929 when women for the first time were given the right to vote. Of the three other resolutions which were also adopted, one was an appreciation of the services of His Excellency the Viceroy, the second related to the separation of the Council Office from the Legislative Department following the precedent at Delhi, and the third requested provision of retiring rooms for jurors and assessors in all sessions court buildings.

A somewhat novel suggestion was put forward in a resolution urging the Government to direct the Textile Expert and the

Director of Industries to visit Congress *khadi* organizations and to report on the ways and means for their growth and expansion. It was pointed out that according to expert opinion hand-spinning was not an economic proposition and therefore Government support for its further development was unjustified; hand-weaving which had possibilities was already being encouraged. Another obvious objection to the adoption of the suggestion was that interference by Government servants might easily be misconstrued and resented. The resolution did not command the approval of the majority in the Council.

The treatment of political prisoners in jails came in for discussion but Government stated that the question of prison administration would be examined by a committee in which the non-official members of the Council would be represented and the resolution was withdrawn. The action of Government in withholding advertisements and free supply of their publications from the *Searchlight* was vigorously criticized and characterized as an encroachment on the liberty of the press but the Council declined to express disapproval of Government's action.

A departure in the excise policy was urged in a resolution asking Government to stop the issuing and renewing of licenses to liquor and toddy shops situated within a distance of 400 yards from any public road, thoroughfare, school or place of worship, but the impracticability of enforcing such a drastic rule was pointed out. The enthusiasts for prohibition not satisfied with the reply pressed the resolution to a division on which an equality of votes was found on either side and by the casting vote of the President it was negatived.

An Oriya member moved a resolution asking for reduction in land revenue in the temporarily-settled estates of Orissa. To this an amendment was moved that a corresponding reduction in rent should also be made. The Government spokesman pointed out that the resolution was belated in view of the fact that settlement operations had been going on in Orissa for nearly seven years and the rent and revenue settlement were nearly complete and hardly a voice of protest had been raised during this time. Moreover the landlords were getting an increase in their net income and the level of revenue assessment was fixed only at 50 to 55 per cent of the assets; to facilitate payments a sliding scale had also been decided upon. It was inequitable to ask for a reduction in these circumstances. There was an equality of votes again on this

occasion and the President cast his vote in favour of the *status quo ante*.

Other resolutions which were either negatived or withdrawn concerned diverse subjects like the opening of honours classes in English and Economics in the Greer Bhumihar Brahman College, Muzaffarpur, the raising of the age-limit for aborigines entering Government service, the provision of funds for irrigation in the district of Saran and the replacement of the existing District Council in Sambalpur by a district board.

Motion for adjournment.

As has been stated elsewhere the Council recorded its disapproval of Government policy of non-intervention in the Tinplate strike, carrying the motion for adjournment moved by a member of the *Swaraj* party. The Government spokesman pointed out that the possibilities of mediation had been explored and there appeared no chance that by resorting to the provisions of the Trades Dispute Act a way would be found out of the impasse. This therefore left the Government no choice but to assume neutrality and see that law and order was maintained and no victimization took place. These arguments failed to convince the members.

Budget discussions.

As usual, one day was taken to present and explain the budget and two days were spent in the general discussion. The voting of demands for grants occupied nine days.

In the introductory portion of his budget speech the Finance Member explained certain modifications which had been introduced in the printed budget to assist members in understanding the detailed accounts. A pessimistic note was sounded that the province was approaching a static condition when it would only just be possible to carry on existing activities with even the probability of curtailing them and that the point had been reached when it would be unwise to trench further on the balances for non-recurring expenditure. The general discussion showed that members were to some extent cognizant of the difficulties against which Government had to contend. Criticism by members was generally directed to the lack of provision for particular local schemes in which they were interested and for which they had hoped that money could be spared. A few expressed apprehension at the inroad on the provincial balance and one member even suggested that no further expenditure should be incurred on higher

education. The Oriya members were anxious that the extensive programme of flood protection recommended by the expert committee should be launched forthwith and not in the gradual stages which Government intended. The provision of Rs. 40,000 for travelling allowance to writer head-constables provoked criticisms from a number of members though the opposition was not serious. On the whole, the feeling was that the budget though unfortunately not a prosperity one could not be seriously condemned or criticized.

Voting of demands.

Of the 36 motions for reduction or omission of budget demands, three were carried, eleven were rejected, while twenty-two were withdrawn. No objections were raised to the supplementary demands and all of them—thirty-nine in number—were carried.

Of the three token cuts carried against the Government, the first drew attention to the hardship involved in the sale of estates whose revenue was paid after the *kist* day. A change in the procedure of realizing cess was also advocated.

Attention of the Government by another token cut was invited to the lack of irrigation facilities and the resulting loss to agriculture. The suggestion was made that a survey of all districts should be undertaken for providing all alike with good irrigation systems. Dissatisfaction was expressed with the fact that the Minor Irrigation Act had not been of use. To the charge that the number of irrigation works in this province was smaller than in some others, Government replied that being blessed with a somewhat more favourable rainfall than the others, the need of elaborate irrigation systems was not so extensive here as elsewhere. It was also pointed out that a large part of the area in this province being under permanent settlement with a comparatively light revenue it was for the landlords to expend capital on improving their own estates and in view of the financial stringency Government could not undertake to relieve them of their responsibilities in this direction at public expense. The initiative of taking action under the Minor Irrigation Act lay with the landlords but very few applications had been made, and as this Act was unsatisfactory Government stated that they were considering replacing it by a new Agricultural Improvement Act. In a somewhat thin House this cut was also carried.

The irrigation budget was attacked from other flanks as well. The desirability of draining the *chaurs* in Darbhanga district was

stressed. Another cut drew attention to the flood problem in Orissa and the necessity of abolishing embankments. The members utilized the occasion for a general discussion on the policy of Government regarding the recommendations of the Orissa Flood Committee in the course of which accusations were made that the report had been shelved. In reply the Hon'ble Member stated that far from shelving the report two embankment divisions, recommended by the Flood Committee, had been created as an earnest of the intentions of Government.

The third token cut, where Government suffered defeat, was over the administration of the Bettiah Court of Wards and criticism was levelled at the arrangements for the guardianship of the Maharani, the prevalence of the *thikadari* system and the absence of Indians in the posts of superior management. Government maintained that the Maharani and her relations were satisfied with the treatment and there was no reasonable ground for complaint on that score. The administration was being conducted solely from the point of view of efficiency and in recent years experienced officials had been deputed. There was no truth that the system of management was to create a preserve for European officers. As for the *thika* system it had been in existence since a long time and no serious complaint had been received against it. These arguments failed to prevail with the members and the cut was carried by five votes.

Other cuts which were either negatived or withdrawn covered a wide range of subjects. One member urged reformation of jail administration and the introduction of humanizing influences for the improvement of prisoners. The improvements which had taken place in these directions were recounted; chief of these being the segregation of juveniles, the separation of habitual and non-habitual prisoners, the introduction of milder punishments and the experiment of elementary education at the central jails of Gaya and Bhagalpur for prisoners under twenty-five years of age. The members were also informed that the new rules regarding classification of prisoners framed at the instance of the Government of India, which completely replaced the old ones, were in the course of introduction. After these explanations the motion was withdrawn.

There was once more a keen debate over the excise policy of Government on the well-established lines. The members showed their approval of the policy of Government by heavily rejecting the token cut.

It was not to be expected that the police budget would be spared criticism; the cost of the police force and the alleged prevalence of corruption were selected for attack on the usual lines. One member sought to omit the entire provision for the railway police employed on the Bengal and North-Western Railway with the object of emphasizing that the cost should be borne by the Government of India and not by the local Government. As on two previous occasions similar cuts had been carried and the amounts had to be certified by His Excellency the Governor, the mover was induced to withdraw his motion on the understanding that the proceedings of the debate would be forwarded to the Government of India.

A small item of reward to chaukidars was objected to but this objection did not prevail with the Council. The cut moved to draw attention to the incidence of the additional police at Dharampur in Monghyr and Dindyalpur and Hyatpur in Saran, provided a controversial topic and a good deal of " feeling " was imported in the debate. On behalf of Government it was explained that as apparently the provocation for the riots had come from both Hindus and Moslems, the exemption of one particular community from payment of the tax could not be considered. The cost of additional police had to be shared by those who benefited from police protection and it was impossible to fix the burden only upon those who could be said to be directly or indirectly responsible for the trouble. After a lengthy debate the cut was negatived without a division.

The action of Government in withholding advertisements from the newspaper *Searchlight* was once more debated on a motion for reduction. The expediency of the continued supersession of the Gaya district board was questioned. It was made known that the intention of Government was to release the board as soon as its administration was reorganized and its finances overhauled. The delay had occurred because of criminal proceedings which were pending against the chairman of the sadr local board. On this explanation the cut was withdrawn.

The members from Orissa utilized the opportunity to ventilate their grievances. Dissatisfaction was expressed with the land revenue policy and the fact that the Oriya-speaking tracts had not been amalgamated. After discussion the motions on these subjects were withdrawn. One member criticized Government action in dismissing some disloyal sarbarakars but failed to carry the Council with him.

Criticism of educational policy particularly inadequate provision for improvement and expansion of primary schools and of dual control over their inspection, was voiced by some members. On behalf of the Ministry it was announced that following the observations contained in the Report of the Auxiliary Committee a conference on the subject of primary education was intended to be convened. Though the education of women was backward nobody could deny that within the means at their disposal abundant progress had been made in the sphere of primary education. The Auxiliary Committee had stressed that the inspection staff must be strong both in quality and quantity and adequate powers must rest in the hands of Government to enforce the existing statutory rules when local bodies chose to ignore them; the question of transference of primary schools entirely to the local bodies was a little premature and before any decisive step was taken it required serious consideration.

CHAPTER IV.

Local Self-Government.

The working of the district boards.

The year under review was the last of the second period of the reformed constitution of the district boards ushered into existence by the amended Act of 1923, which made a far more sudden advance towards representative local Government in the rural local bodies than the Municipal Act of 1922, framed on very similar lines, did for the urban sphere. Under the amended Act and the rules framed thereunder, the elected members, who must form three-fourths of the total, are chosen by an electorate which is almost identical with that of the rural constituencies for the Legislative Council, except that it is joint for all communities and persons like matriculates holding certain educational and professional qualifications are also added to the electoral roll. The elections of 1927 were remarkable as the *Swarajists* lost the ground which they had previously won, being able to secure a majority in only five boards. The newly elected boards succeeded to a legacy of attenuated exchequer and increased responsibilities for they could not escape existing liabilities and yet improvements had to be effected in neglected spheres like communications. The previous boards had committed themselves up to the hilt by spending large sums on education and medical relief. It was therefore necessary to cry a halt to expansion, take stock of the situation and follow a policy of rigid consolidation. It may be said that on the results of the work during the last three years the boards on the whole succeeded in this policy. The instances of political action on their part were on the whole fewer and the spirit of co-operation with the local officers of the Government continued. A few examples of maladministration occurred; last year's narrative gave an account of how the Gaya district board had to be superseded because of the disastrous state of its finances and the hopeless position in which it had involved itself. The Balasore and Bhagalpur boards were saved only owing to timely action on the part of Government in lending the services of their Inspecting Officer who prepared reasonable budgets and overhauled the finances by suggesting drastic economies. Such instances were happily not numerous.

Their sanitation activities.

Generally speaking the record of the boards in rural sanitation has been particularly praiseworthy during the year. Most boards realized their duty to guard against epidemics and to combat them. Eleven boards were able to entertain organizations whose duties were to tour the districts cleaning villages, disinfecting wells as well as disseminating information about diseases and hygiene by lantern lectures and other means of useful propaganda. In the severe epidemic of cholera which raged throughout the province and particularly in North Bihar, preventive measures were vigorously undertaken with most satisfactory results. Over one lakh of cholera inoculations were carried out in two districts alone. In the Patna district compulsory vaccination was successfully tried. Under a new scheme devised by its own initiative the vaccinators were paid out of the fees collected in household visits and no extra cost was therefore involved. The scheme has been recommended by Government for trial by other boards.

Veterinary work.

With a population mainly agricultural, it is clearly a very important function of the district boards to improve the breed of cattle and check disease amongst them. It is to their credit that within their financial limitation they pushed their policy; obviously no large expansion was possible and in Hazaribagh the financial position even necessitated the temporary transference of the cost of some veterinary assistants from the board to the Government.

Communications.

Communications continued to be starved. For many years the budget provision under the head has not only been much smaller than it should be, particularly in view of the rapid expansion of motor-bus traffic but recently this provision has been frequently raided to meet deficiencies elsewhere. But there were clear indications that the lack of interest displayed in the earlier years after the Reforms of 1923 towards the improvement of roads was changing, in response partly to the change in public opinion caused by the increasing popularity of motor transport among the masses. The demand for medical relief and education is still insistent, but the demand for better roads is becoming almost equally so. While therefore in the year under review the expenditure in repairs fell from (in thousands) Rs. 24,29 to Rs. 21,73, recognition was beginning to be forthcoming that continued neglect of the surface of metalled roads, dangerous culverts and bridges required a serious consideration of the problem. The Bill introduced in the Legislative Council

at the end of the year (and subsequently passed) for imposition of a provincial tax on motor vehicles received support from the majority of the district boards and it was fully realized that new taxation was required to enable the necessary improvements in communications to be effected.

Water Hyacinth.

The campaign of eradicating the noxious weed of water hyacinth from the tanks, *jhils*, and low-lying lands of Orissa undertaken in previous years through the initiative and energy of Mr. Peck, Commissioner of Orissa Division, was continued and the district boards played an invaluable part in it. The extent of the success attained can be judged from the fact that by the end of the year the district of Cuttack had been entirely freed from the weed and something like an area of 23 square miles had been cleared, while 1,355 tanks in Balasore and 913 in Puri were also purged. Scientific study of the habits of the weed was also pursued with the help of Professor P. K. Parija of the Ravenshaw College, Cuttack, and it led to valuable results which took practical shape in devising measures to destroy the young plants where they reappeared. The water hyacinth campaign furnished a refreshing example of co-operation between the district boards and the local officials.

Educational activities.

The majority of the boards avoided political propaganda in the administration of education, and victimization and harassment of teachers who did not share the political views of the dominant party, though not absent, was less frequent; the village *guru* however remains a political agency whose importance it is impossible to ignore. The striking advance in recent years in the sphere of primary education, which the greatly increased grant from provincial revenues stimulated has its darker side. In the payment of salaries to *gurus* difficulty was experienced by several boards. In the Bhagalpur district the unpaid arrears amounted to over half a lakh of rupees and aid had to be withdrawn from 318 schools and 521 teachers in order to restore the financial equilibrium. In Shahabad while the educational allotment was unspent the arrears of stipends were nearly a quarter of a lakh of rupees. A number of boards were unable to utilize the Government grants made for the construction of primary school buildings or even to incur the necessary minimum expenditure on education required as a condition precedent to the acceptance of a Government grant. A great deal remains to be done in the sphere of primary school education particularly in increasing the number of *gurus* and avoiding the undue detention

of pupils in the lowest classes where the chances of their lapsing into illiteracy are greatest. The primary education of girls also stands in need of greater attention. The waning popularity of the middle vernacular schools which are being replaced by the middle English schools was reflected in the decrease of their number by 62.

The supersession of the Gaya district board continued during the year and much time of the Special Officer was taken up in restoring the financial equilibrium. The retrenchments had necessarily to cover a wide field. Thus the number of primary school teachers had to be reduced by 50 while expenditure in another 100 schools had to be curtailed. In recurring expenditure alone the total retrenchments amounted to over a lakh of rupees.

Local boards.

While the most important functions of district boards are as a rule performed directly the power vested in them of delegating duties and supplying funds for their discharge to local boards has been exercised with increasing freedom of late. Several district boards have delegated extensive powers to their subordinate local boards; especially in the matter of control of primary schools, management of ferries and pounds and upkeep of the less important roads. The fullest admissible powers have been received by the local board of Dhanbad, which subdivision contributes by cesses on coal-mining profits the bulk of the income of the Manbhum district board. The results of delegation have not everywhere been favourable and occasional withdrawal of delegation in educational matters and enforcement of compliance with advice by stoppage of grants has been found necessary. On the question whether the local boards constitute a satisfactory agency for carrying out the detailed work of district boards opinion is divided. In Monghyr the local boards were not a pronounced success and in Shahabad district the members of the Buxar local board nullified their utility by constituting themselves as a faction in opposition to the rest of the board. In the Patna district, on the other hand, the boards performed useful work in combating epidemics and generally helping the district board staff.

Subordinate to the district board, the functions in some places of a class of local body called a union committee, entrusted generally speaking with the duties of dealing with education, village roads and sanitation in small areas of a semi-urban character. The Act of 1923 made little change in the portion which deals with these committees, in the expectation that they

would be replaced before long by union boards constituted under the Village Administration Act, 1922. In 1923 sixty union committees were in existence. By 1927 their number had fallen to 51. During the current year four more disappeared, three in Bhagalpur and one in Cuttack. It has always been found difficult to get together a committee able and really willing to work and the committees in existence have inevitably suffered from want of experience and guidance and from the general unpopularity of taxation without which they could effect little.

Union boards.

The union boards created as mentioned above by the Village Administration Act, 1922 have wider administrative and taxation powers and in some instances they have been constituted as courts for the disposal of petty criminal and civil cases. They are ultimately intended to spread a net-work of local self-government over the entire rural area. Undoubtedly they possess enormous potentialities not only in the sphere of local administration and in the solution of the difficult problems of education and sanitation but also in the wider sphere of training the rural population in representative Government. So far, however, experience has shown that they cannot be left to find their salvation but must have careful and detailed guidance. In Muzaffarpur, the only district in which there are a large number of union boards, the district board made grants which totalled less than those given by many other boards to a far smaller number of union boards and very few district boards have shown any active interest in their union boards, apart from making grants to them. So, the driving power has often had to be supplied by official agency, particularly also as very few, if any, of the educated community are willing to devote their time for improvement of village sanitation and cognate matters. Two years ago Government trained two Sub-Deputy Collectors in Bengal and posted them on return to the Tirhut Division where most of the union boards are concentrated. In the year under review some additional officers were trained and opportunity was taken to increase the amount of inspections. But even so a great deal of reorganization of the existing union boards is required to be done, particularly in the Orissa and Chota Nagpur Divisions where it has not been possible to depute any Circle Officers. The position is also complicated by the fact that barring the district of Muzaffarpur the union boards are as a rule scattered and in consequence not only is the spirit of competition lacking amongst them but the spread of ideas is hindered and central supervision is difficult. Added to this is also the fact that the average size

of most of the union boards in Bihar is a good deal bigger than the area of 5 square miles which has been found to be the convenient size for proper administration in the neighbouring province of Bengal. Thus no less than 78 out of the existing 152 boards in the province have an area more than twice this size. It is moreover significant that although a voter's qualification is only the payment of the union and the chaukidari tax, the percentage of voters is only ten.

The collection of chaukidari tax which is one of the main functions of the union boards was fairly efficient, the outstanding balance on the current demand being only 14 per cent. The payments to chaukidars were also punctual and as a rule friction with the police was avoided. Judicial powers in both civil and criminal cases were exercised by 82 boards and although the ideal, viz. disposal of suits on the first day was not reached in many cases the quantity of work done was considerable, and there were few petitions for transfer or revision. Generally speaking however the funds available to the union boards were wholly inadequate. The number of union boards who took courage to impose the union tax was 91, only 26 more than in the previous year. The grants by the district boards averaged Rs. 925 though in Muzaffarpur the average was as low as Rs. 91. It was noticeable that frequently no preference by increased grants was shown to these union boards which imposed a union tax, although encouragement in this direction would have been exceedingly desirable. As regards expenditure, limited as its scope is the amount spent on establishments has been disproportionate. Hardly any union boards maintained a dispensary; and district boards have many of them shown reluctance to transfer the control of primary schools to union boards.

Income and expenditure of district boards and their closing balances.

The bulk of the income of the district boards comes from the local cess, which is imposed at one-sixteenth of the rent of land, half being paid by the cultivators and half by the landlords. Cess is also realized on profits from forest and mines. It is from the latter source that the receipts decreased in Manbhum and Hazaribagh owing to the unfavourable state of the coal market. These boards not long ago derived about 85 and 70 per cent of their income respectively from cess on collieries. Elsewhere the fluctuations were not of great account. Actually the receipts (excluding opening balances) showed a slight increase (in thousands of rupees) from 1,42,40 to 1,47,56. The opening

balances fell (in thousands of rupees) from 61,34 in 1927-28 and 44,92 in 1928-29 to 35,03. The progressive decrease is mainly due to the gradual spending of large Government grants made in the years when the provincial finances were expanding. The total expenditure decreased by about Rs. 6½ lakhs from 1,52,29 to 1,45,76 and the decrease was distributed under the three main heads of Education, Medical Relief and Civil Works. The following table elucidates the position :—

—	Expenditure in 1927-28 (thousands rupees).	Percentage of total income of 1927-28.	Expenditure in 1928-29.	Percentage of total income.	Expenditure in 1929-30.	Percentage of total income.
1	2	3	4	5	6	7
Education	43,44	27·09	44,48	23·9	44,37	24·3
Medical Relief and Sanitation.	19,36	12·08	20,25	8·3	19,19	3·38
Civil Works	70,63	47·2	61,91	6·8	68,32	7·05

The closing balances of the district boards decreased from Rs. 35,03,000 to Rs. 34,57,000. Due to the fact that the budget is usually prepared in the month of December when an accurate forecast of the closing balance is hardly possible and in consequence of which figures are based on the minimum closing balance prescribed by Government, a great deal of confusion and inaccuracy has resulted so far. A change in the budget rules has been proposed which will make it incumbent on the local bodies to prepare a supplementary budget as soon as the actual opening balance is known and to revise the current budget at the time that the new budget is being framed.

The financial position of certain district boards, particularly of Bhagalpur, Balasore, Hazaribagh and Manbhum and Shahabad, gave cause for anxiety. In the latter mismanagement has resulted in locking up the Government grant on school buildings as the condition of minimum expenditure from its own resources could not be satisfied. At the same time over twenty thousand rupees arrears pay of *gurus* was still unpaid at the end of the year and the closing balance had dwindled to thirty-nine thousand rupees only. But barring these exceptions, it may be said that the great

majority of district boards recognized their responsibilities and made an earnest endeavour to discharge them.

Municipalities.

When we turn to the municipalities the picture is much less encouraging. In contrast to the district boards municipal administration has generally (though there are exceptions) either remained stagnant or has deteriorated; nor have civic responsibilities been shouldered by their executives with the same keenness or ability as by the chairmen of the district boards. The contrast is all the more noticeable as urban centres would be expected to provide a large material of leisured men possessing talent and experience and willing to give the benefit of their services for the improvement of town life. One of the most disquieting features of municipal administration is the progressive deterioration in the collection of municipal taxes which is dealt with below. Inspections and audit reports have also shown widespread laxity in other branches of the administration. For instance platforms over roadside drains are seldom controlled adequately: the registration of public vehicles is not supervised as it should be; the control over private markets is often lax; the slaughter of animals is not properly supervised; the building regulations are neglected and very inadequate control is exercised over offensive trades in the interest of public health and for the prevention of public nuisances. The supervision over the conservancy staff also leaves much to be desired. By-laws of all kinds are too often a dead letter. In spite of the efforts made both by Government and by the Bihar and Orissa Maternity and Child Welfare Society to induce municipalities to employ trained midwives, only one municipality and the Patna Administration Committee have responded to these appeals. Finally the Audit department complains of frequent indifference to the criticism and advice given in audit notes.

Their income.

The total income of municipalities rose (in thousands of rupees) from 36,97 to 43,62. The main source of income is the tax on the annual value of holdings which amounted to 11,04 as compared with the average for the previous triennium of 10,55 but the increase was almost wholly confined to the Patna Administration Committee which controls the area where the Government officials live. Elsewhere the revision of assessment too often gave disappointing results owing to the reductions made by the revising committees. The latrine tax—the proceeds of which are reserved by law for expenditure on certain branches of conservancy—was

often inadequate to meet the expenses debitable to it; yet many municipalities were chary of increasing the rate. The crux of municipal administration is a reasonable assessment of the values on which the rates are levied, their successful collection and an equitable distribution of the burden of taxation, but these standards were reached by very few municipal bodies.

The progressive deterioration, referred to above, in the department of tax collections is illustrated by the following facts. The arrear demand rose from Rs. 5,58,000 in the previous year to Rs. 6,93,000 and the outstanding balances from Rs. 6,66.000 to Rs. 8,86,000 and more than half the total number of municipalities including as many as thirteen larger headquarter municipalities ended the year with outstanding taxes equivalent to more than one-fifth of the total current demand. Since 1926-27 (when the previous municipal elections took place) arrears have amounted from rather over five lakhs of rupees to nearly nine lakhs of rupees. In the five divisions the percentage of outstanding balances on current demand at the end of the year was 30 in Patna, 28 in Tirhut, 35 in Bhagalpur, 26 in Orissa and 51 in Chota Nagpur. In eight towns the percentage was more than 50; and in many of the towns where arrears have increased remissions have also increased. The figures below summarize the position for the whole province for the previous as well as the current year :—

	Percentage of arrear on current demand at the beginning of the year.	Percentage of total collections on current demand.	Percentage of total remissions on current demand.	Percentage of outstanding balances on current demand at the end of year.
1	2	3	4	5
1928-29	19	92	4	22
1929-30	24	85	8	30

That there is nothing impossible in the collection of a much larger percentage of the main taxes is shown, if proof was required, by the fact that in 14 municipalities the arrears at the end of the year were less than 10 per cent of the current demand, and that in 11 of these the arrears were less than 5 per cent. It is obvious that in the municipalities in which large arrears have to be collected punctual discharge of their liabilities is a rare

thing and owing to lack of funds no improvements, not sometimes even those which are very necessary, can be effected. The inability to enforce prompt and complete recovery of legal demands has been persistently growing. Instead of enforcing payment by prompt issue and execution of warrants the dilatory and expensive procedure of filing civil suits is being resorted to every year. The truth is that the non-official executives have some intelligible reluctance to put influential citizens to the indignity of a warrant and unfortunately too many people are ready to trade upon this reluctance. But there is no excuse for municipalities letting arrears be barred by limitation.

The incidence of taxation in 1912 was Re. 1-2-8. It rose to Re. 1-9-4 in 1920 and to Rs. 2-2-4 in 1928. There was a slight decrease in the year under review, the incidence being Rs. 2-2-1. So far as expenditure is concerned in spite of a slight increase there were no important fluctuations worth commenting. As the burden of maintaining some of the bigger hospitals has been shouldered by the Government the amount spent on medical relief has been showing an appreciable decrease in the last few years. There has been a growing tendency to utilize grants for specific purposes to cover temporary deficits due to slack collection and even to spend such grants for other purposes with no prospect of early replacement.

Outdoor administration.

There was no noteworthy improvement in medical relief which can be ascribed to the initiative of the municipalities; in fact as adequate funds cannot be found by them and as therefore the cost of the maintenance of municipal hospitals has been shared by district boards, the control of several Sadr hospitals is now vested in joint committees. Six such new committees came into existence during the year.

Towards the close of the year a Bill was introduced in the Legislative Council (which has been subsequently passed) to amend the Municipal Act so as to provide for the imposition of a special tax for the maintenance of a sewerage or a surface drainage system. The arrangement also enables the municipalities whose receipts from latrine tax exceed the expenditure debitable thereto to split up the tax and use part of it for extending and maintaining their drains.

Eight municipalities continued to maintain pipe water-supplies; but though no new supply was started considerable progress was made with the scheme for a municipal water-supply for Puri and in the improvement of existing pipe water-supplies elsewhere. In

Muzaffarpur with the combined help of a grant and a loan an extensive reorganization scheme was under construction. In Bhagalpur two tube-wells were completed and a detailed scheme, estimated to cost about Rs. 7¾ lakhs, is nearly complete, towards the cost of which Government have conditionally promised a grant of four lakhs of rupees and a loan of two lakhs of rupees. In Patna City the water-supply is to be extended throughout the east end of the town at a cost of over six lakhs of rupees which Government are meeting by a grant. Grants were also given to six small municipalities for constructing small tube-wells with overhead tanks and sets of taps; these though benefiting a small percentage of the population will provide a safe supply during cholera epidemics and will be of educative value to the rate-payers.

The state of roads within municipal areas has been adversely commented upon but it is satisfactory to note that the use of motor lorries for watering roads and removing rubbish is spreading. In Bhagalpur and Gaya electric street-lighting was completed by private enterprise during the year. The failure of most municipalities to exercise adequately their powers of taxation of motor vehicles when they possessed it, is one more example of their incompetency. With the passing of the Bihar and Orissa Motor Vehicles Taxation Act this power has been removed; and in future Government intend to earmark a certain amount of the receipts from provincial motor taxation for grants to municipalities for the improvement of municipal roads.

Audit.

The Local Audit Act, 1925 imposed a new form of statutory control. Under that Act the Examiner of Local Accounts was empowered to surcharge persons responsible for irregular and illegal payments and for such losses as are due to misconduct or negligence. The implication of the Act has been brought home to the members of the local bodies by the issue of surcharge orders. There is hardly any doubt that the Act has acted as a powerful weapon for enforcing a higher standard of probity and for watchful discharge of duty amongst members of the local bodies than would have been otherwise possible. The audit report of the year emphasized the defective procedure adopted by municipalities in budgetting owing to which receipts are frequently over-estimated with resulting financial confusion. The account rules were also not observed in many cases and very often there were unusual delays in dealing with audit objections. Many of the audit objections could have been avoided by regularity of office procedure and attention to readily accessible rules.

Municipal elections.

This was the last year in the three years' life of the municipalities and there were elections at its close or shortly afterwards in all municipalities except two in the province. The interest taken by rate-payers in this election forms a striking contrast to the continued indifference both of rate-payers and of commissioners in the majority of municipalities to the efficient conduct of municipal administration. In Darbhanga, for instance, where maladministration has for many years been criticized by Government the elections are reported to have dislocated the administration so completely that no meetings even were held by commissioners between September 1929 and February 1930. In Patna City again where maladministration has been conspicuous and notorious for many years, the rush of voters is reported to have been so great that difficulty was experienced in controlling them at the polling booths. But in spite of this interest the percentage of re-elected commissioners throughout the province reached the high average of 62. There were frequent complaints too about the way in which municipal authorities prepared the electoral rolls. It is true that the poverty of the towns in this province lies at the root of much of the stagnation of municipal administration and that the number of rich men of means who are available for taking up honorary work is smaller than it is in richer countries outside or in the richer provinces inside India. But that there are such men available is proved by the history of district board administration in recent years. It is therefore significant and discouraging that though these men live in municipalities more often than not they do not stand for election as municipal commissioners, much less as municipal chairmen.

CHAPTER V.

Education.

The Report of the Auxiliary Committee.

The outstanding event in the educational world was the publication of the report of the Auxiliary Committee appointed by the Indian Statutory Commission. While recognizing that strides had been made towards educational reform and progress, particularly in the facilities for the education of special classes and in the larger sums spent on education in recent years, they were of the opinion that a good deal of waste and ineffectiveness had occurred particularly in the primary system, as a result of which the increase in literacy was not as rapid as was necessary for a community with growing political consciousness and anxious to manage its own affairs. They deplored that educational progress in the case of women had been unsatisfactory, particularly in provinces like Bihar and Orissa where social conditions were backward. In their opinion it was also a matter for regret that in spite of the expansion of University education the production of self-reliant, tolerant and broad-minded citizens was far from being achieved and that the average student with ambitions to receive a degree was solely dominated by the desire to receive a passport to Government service. Moreover the attempts to provide a contact between vocational training and the educational system had proved infructuous. They also viewed with concern the fact that the reduction in the authority of Ministers consequent on the devolution of control to local bodies had, especially in the case of primary education, been attended with results which were far from satisfactory. Keeping these points in view they considered it of paramount importance that educational policy should be reshaped to check the pronounced waste in educational effort; in particular they stressed that priority should be given to the claims of girls' education in every scheme of expansion.

Limitations of educational advance in the province.

During the year a number of problems of intimate concern to Bihar and Orissa were considered and viewed in the light of the recommendations of the Auxiliary Committee. A special officer was placed under the Director of Public Instruction to deal with primary education and the education of girls, and Government by means of a resolution made known their policy in the

sphere of girls' education and what immediate steps for advancement they were proposing to take. But of these things more hereafter.

A consideration of no small importance in this province is that the resources of the Government are inadequate to bear the burden of any policy of expansion designed to give the mass of the population an education adequate for full citizenship. To give even the present poor standard of primary education universally at the lower primary stage and adequately at the upper primary stage would cost an additional sum of at least one crore of rupees a year. To raise it to a better standard means increasing the teaching staff, training them more adequately and paying them better. Further, the inspectorate would clearly have to be much enlarged to maintain the standard. Although no estimate of the cost of these subsidiary items has been framed, the total cost could hardly be less than 1½ crores of rupees a year. To reach the all-India standard in middle, high school and collegiate education would require an addition of at least half a crore of rupees for recurring expenditure, as well as very substantial sums for equipment. These rough figures for bringing the level of education in Bihar and Orissa to a standard under which every child would have an opportunity of becoming literate and a reasonable proportion of them would have the chance of going further show that an increase in the provincial revenues of at least two crores of rupees would be required. The existing financial resources of the province as outlined in a previous chapter are barely adequate for present needs, and in none of the heads of revenue is there any hope of substantial expansion. Although in the last fifteen years the expenditure on education from public funds has more than doubled, the receipts from fees and from private resources have not kept pace with this rate of increase. There is hardly any hope that either parents or private benefactors will come forward to relieve the general tax-payers of the burden. There are some signs of the formation of public opinion in favour of the imposition of the extra taxation that alone could implement the policy of expansion but it will probably take several years, if ever, for this opinion to gain general support.

Primary education.

Without a doubt the responsibilities of the Government for mass education are great and it is a matter of unalloyed gratification that the blessings of education are penetrating the remotest village. In the year under review the number of primary schools fell from

29,673 to 28,672 and the number of pupils also fell from 940,708 to 902,545 but the schools which have ceased to exist were principally those where a single teacher was engaged in imparting instruction. If the acquisition of literacy is adopted as a test the conclusion to which experienced educational authorities have come is that unless the student continues to attend up to class IV there is every likelihood of his relapsing into illiteracy when he leaves school. Therefore so far as the single-teacher school is concerned opinion is growing that its usefulness is extremely questionable and that the money spent on it could be much more advantageously utilized for supporting other schools where attempts are made to keep the student until he has completed his upper primary course. It is interesting in this connection to note that since 1927-28 there has been a steady increase in the percentage of boys attending the higher classes in primary schools. Thus in 1929-30 53,206 boys were receiving instruction in class IV against 51,028 in 1927-28. It is probably safe to say that this increase of over two thousand represents a real addition to the number of literate persons in the province.

Primary education in the province suffers from stagnation. One cause is indiscriminate admissions as a result of which, as stated above, a good many of the boys never reach the stage from which they can hope to obtain any permanent benefit of literacy. In Angul and Orissa, the restriction of the admissions of pupils to the first two months of the year has already produced favourable results, and these results have been reinforced by special attention to beginners, improved methods of teaching including the introduction of games, and encouragement to the teachers to infuse greater interest and zeal in teaching. It remains to be seen whether the policy of restriction if emulated in the rest of the province will be successful in producing a healthy state of affairs. But a step forward has been taken and most of the district boards have agreed to fall in line in this respect.

The question whether all lower primary schools should be replaced by upper primary schools is one that is not entirely free from controversy as many competent persons hold that they possess some educational value. It has to be remembered that primary schools which include classes IV and V will require extra cost and better trained and qualified teachers. A good deal of criticism has also been levelled at the curriculum on the score of its remoteness from the conditions of village life and its modification has been urged particularly if the village community

is to be reconciled to the belief that some real benefit is derived from sending children to school. To examine these problems in all their bearings and investigate the root causes of stagnation in primary education a conference of officials and non-officials was called which held its first sitting after the close of the year.

Management by local bodies.

In this province primary schools are controlled by district boards and municipalities within their respective areas and education committees consisting of the district inspector of schools, not more than four members of the body concerned and not more than three other persons are entrusted with the duties of superintending all matters connected with the maintenance, management and the finances of the schools. The amount of the grants to be paid to schools under private management is also determined by these committees. It is true that the power of recognition is vested in the Education Department, but the district boards in respect of directly-managed schools possess the power of deciding where new schools should be opened and the manner in which accommodation for them should be provided. A frequent cause of complaint has been that the transference of teachers has been unsystematically effected—in some cases without any justification—and that the departmental officers who should have been consulted have been completely ignored. But there is no adequate power in the hands of Government (short of complete supersession) to enforce even the existing statutory rules and some local bodies have not hesitated to trade upon this weakness.

In the sphere of financial management the laxity displayed in earlier years has recently given place to a greater sense of responsibility. There are, however, some district boards which are paying teachers less than the prescribed minima and other irregularities are not uncommon; in Shahabad the teachers were reported not to have been paid for the last quarter of the year. It is obvious that discontented teachers can hardly be expected to act as suitable instruments for imparting instruction and if educational advancement is not to be retarded the levying of an educational cess may have to be seriously considered.

Grants-in-aid.

The grant-in-aid system so far as primary schools are concerned, is definitely condemned, because suitable honorary workers are rare and the success of these ventures is marred by constant quarrels between the teachers and the secretaries. Twenty-one aided schools in the

Patna district were converted into stipendiary schools and their numbers similarly decreased in the Santal Parganas and Bhagalpur.

A non-recurring grant of one lakh and fifty thousand rupees was distributed during the year to district boards for primary school buildings on the understanding that local bodies would succeed in finding from local resources at least one-sixth of the cost of each project. The stipulation was not observed in all cases which is an adverse reflection on the keenness of villagers to house their schools in suitable buildings.

Compulsory and free education.

Except in limited areas free education has not been particularly successful where it has not been accompanied by compulsion. The system of compulsory education has been tried only in very limited areas, including the Ranchi municipality; in the latter place a substantial measure of success has been achieved. In municipal areas, generally, the organization of primary education on a proper footing has been hindered by ill-conceived activities lacking in co-ordination and concentration. Not only is the accommodation provided as a rule unsatisfactory but instances are not wanting in which instead of a few well-organized and properly conducted schools the municipalities have chosen to maintain a large number of small schools thereby frittering away their resources, which at best are very limited. In the Patna City municipality 94 primary schools were maintained at a cost of Rs. 26,657 and as a pleasant contrast the Patna Administration Committee might be mentioned, which maintained only 13 schools on which Rs. 27,199 was spent.

Secondary education.

The total number of secondary schools of all classes rose from 822 with 125,251 pupils to 856 with 132,917 pupils and the direct expenditure also increased by a little more than two and a half lakhs of rupees. The number of schools which aspire to become high schools and which have opened classes above the middle standard is rising rapidly and although Government help has been frequently given for new buildings and extensions, yet private enterprise has been responsible to a great extent for the new projects. This manifestation of public spirit deserves appreciation. The conversion of middle vernacular schools into middle English schools continues. One incentive for the conversion has also been that whereas the average cost of a middle vernacular school is about Rs. 1,351 that of a middle English school has dropped from Rs. 978 to Rs. 948. From the first of January the vocational classes in six Government middle English schools were made permanent and

this, it may be hoped, is the beginning of a policy to encourage pupils to take up some practical occupation after they have received a suitable measure of general education.

There is some controversy whether the study of English should be included in the course of middle schools especially in rural areas. Although the advantages to be derived from a knowledge of English in present-day conditions are obvious, the decrease in the number of young men who have received instruction through the medium of the vernacular and who might form a suitable nucleus for the supply of trained teachers for primary schools, particularly if the middle vernacular course is remodelled and adapted to rural requirements, is a serious question.

The committee appointed by Government to consider the alleged deterioration in the merits of matriculates was of opinion that although there was deterioration in some respects it was counterbalanced by marked superiority in other directions. They recommended that the public middle school examination should be retained and extended to high schools; that the matriculation course in geography and additional mathematics should be lightened, and that the old practice of prescribing text-books in English should be revived. Steps were taken to put these recommendations into a practical shape. An innovation which deserves notice is the change in the rules for the school leaving certificate examination which requires a certificate of diligent and regular study instead of a fixed minimum percentage of attendance.

University and Collegiate education.

The number of first and second grade colleges remained the same, viz. 7 and 4 respectively, but the number of pupils rose from 3,717 to 3,763 in spite of a comparatively heavy fall in the Tej Narayan Jubilee College at Bhagalpur. At the last-named college a serious embezzlement, leading to the conviction of the head clerk and the resignation of the Principal, took place, after which the governing body made a request to Government to lend them the services of a Government officer as Principal. In consequence Mr. R. P. Khosla of the Indian Educational Service was deputed to the college after the end of the year. The direct expenditure on colleges rose slightly although the cost of the Government colleges fell by Rs. 8,539. New hostels for Patna College, the Patna Law College, the Bihar National College and the Greer Bhumihar Brahman College at Muzaffarpur were completed during the year while at the Science College, Patna, a gymnasium and a common room were added. The rapid increase in the amenities provided in these institutions should add greatly

to the healthy development of a corporate spirit amongst the students and should help them in the realization that education is not only a matter of lectures and examinations but depends on a living contact of personalities, of students amongst themselves as well as of students and teachers. Even amongst the public there is increasing appreciation of the fact that the production of men who will be able to play a worthy part in public life by their ability to form balanced judgments based on critical examination is dependent on the lessons of corporate life learnt outside the class room, and that young men must learn to understand how to sacrifice their private inclinations or private good and how to understand the view-point of other people.

The growing recognition of the value of the fine arts was evidenced by a recommendation of the Senate of Patna University that a diploma in music should be instituted. The University also adopted certain measures with a view to restrict the scope of the supplementary examinations. A recommendation was made to Government by the Senate that the B.Sc. honours course in physics, chemistry and botany should be introduced in the Ravenshaw College at Cuttack as an experimental measure for three years.

The charge that is usually laid against the educational system of this country is that it is top-heavy and that disproportionately large sums are spent upon higher education with consequent neglect of primary education. This is hardly true in the case of Bihar and Orissa. In 1929-30 only 31.3 per cent of the total direct expenditure on education was spent on University education including Arts and Professional colleges.

Training of teachers.

There was a slight increase in the number of pupils in the five secondary training schools, but there were still several non-matriculates among the candidates admitted. In the elementary training schools the number of pupils somewhat declined. The reorganization of these schools is a matter of vital importance as the efficiency of the instruction imparted in primary schools depends mainly on an adequate provision of trained and competent teachers. It is being increasingly realized that the present-day primary school teacher is unable properly to assist in that formation of character and discipline which must form the foundation of a well-balanced educational system. Unless obsolete methods of training are given up and a keener and more intelligent type of recruit, imbued with a new spirit is attracted, the problem of finding suitable men will

not be solved. At the same time it must be admitted that unless the conditions of pay and service are attractive the average quality of the teachers is hardly likely to improve. In this province the pay of the teachers is deplorably low and conditions are further aggravated by the insecurity of tenure experienced by teachers under some local bodies and private authorities. A committee was appointed by Government to investigate certain matters connected with the secondary training schools but its report was not published before the end of the year.

Education of girls.

The disparity between the state of boys' and girls' education is a thing which has struck every observer of the educational system in India, and probably in no other province is the difference so marked as in Bihar and Orissa. The *pardah* system has proved a serious obstacle and, in spite of special efforts, social customs and the lack of trained teachers have hampered the attainment of any substantial progress. In urban areas a certain amount of improvement has been noticeable but the opportunities for higher education open to girls in rural areas and small towns are at best extremely limited. The single-teacher school with three classes, which is the ordinary form of rural primary school, can hardly be expected to yield satisfactory results. Of the three thousand girls' primary schools the great majority have only three classes. The number of pupils in class IV of girls' schools is the smallest for any province in India with the exception of Assam. Public opinion, which was sharply divided as to whether the system of co-education even in the early stages will bring fruitful results, will perhaps veer round in its favour if primary schools can be so improved that boys will pass through them more quickly and leave them about the age of ten. During the year there was a decrease in the number of educational institutions for girls and in the total number of female pupils. The number of schools fell from 2,780 to 2,672 and that of girl pupils from 118,950 to 117,082 although the direct expenditure on girls' schools increased by nearly ten thousand rupees. The reduction in number, which was confined to primary schools, is ascribed to financial difficulties and to the closing of unsatisfactory schools. The number of girls' high schools remained at the depressing figure of four but an increase of about nine per cent in the number of pupils was recorded. At Patna itself demands for higher education are beginning to be felt. The number of pupils receiving instruction in middle schools for girls rose from 4,159 to 4,868. Collegiate instruction is practically

non-existent. Only three girls were studying in men's colleges and seven in the intermediate classes attached to the Ravenshaw girls' school at Cuttack. The paucity of women teachers, to which reference has been made above, is very marked, and the number of recruits, already too small for the requirements of the province, fell from 245 to 229. This is attributed to uncertainty of payment and inadequate salaries in the schools maintained by local bodies and also to lack of adequate housing facilities. Amongst the Muhammadans the education of girls is particularly backward although their number has shown improvement, and the addition of an Urdu mistress to the staff of the Bankipore girls' school should attract more pupils. There is no doubt that a survey of the figures relating to girls' education is depressing but there are some features in the general picture to give encouragement for the future. In spite of *pardah*, women are realizing not only the need for the eradication of well-recognized social evils but also the urgent desirability of educating their daughters, not necessarily for employment or for higher scholarship but at least to make them more efficient as wives and mothers in their homes. It is gratifying to find that public-spirited men are beginning to interest themselves in the cause of girls' education. During the year donations were given by Maharajadhiraj Kameshwar Singh for a girls' school at Darbhanga and by Raja Narpat Singh of Porahat for a girls' school at Chakradharpur; these examples might usefully be emulated by other magnates. Schemes were also afoot for opening high schools for girls at Muzaffarpur, Monghyr and Gaya.

Government in its turn has been alert in realizing its responsibilities for furthering facilities for girls' education; and after the publication of the report of the Auxiliary Committee of the Indian Statutory Commission a comprehensive resolution was issued as already mentioned, in which the policy which Government intend to adopt was defined. Recognizing that so far progress had been far from satisfactory and that in the sixteen years from 1913 the percentage of female scholars had risen only from 0.52 to 0.69 per cent of the population they accepted the view of the Auxiliary Committee that in future schemes of expansion priority should be given to the claims of girls' education. In order to encourage more women to take advantage of higher education they decided that the number of middle schools should wherever possible be increased and that as a first step every effort should be made to have at least one such Government or privately-

managed school for girls in each district. The resolution stated that, although owing to social conditions the successful adoption of co-education in colleges was perhaps not yet possible, the possibility of its extension in the sphere of primary education should be explored, particularly as only limited resources were likely to be available for any scheme of separate expansion. In this connection Government also reviewed the orders passed in 1928 which were to the effect that expenditure on primary schools for girls in rural areas should be limited to fifteen per cent of the funds available for primary education. This limit had unduly restricted the expenditure of district boards and proved an obstacle to the improvement of girls' education. It has therefore been withdrawn.

In pursuance of a suggestion made by the Royal Commission on Agriculture investigations were conducted to find out how far literacy among women affects the literacy of their families. The enquiry was not very comprehensive, being confined to twenty aboriginal families in the district of Ranchi, but interesting results were revealed. In the case of literate families, particularly Christians, the men chose literate wives and the women literate husbands and the children are invariably sent to school. The enquiry demonstrated that, comparatively speaking, literate women in the family are a surer guarantee of the education of the coming generation than literate men. Another welcome sign of a new spirit in the attitude of the public towards girls' education was indicated by the support given to the Girl Guide movement, but in spite of such encouraging features unremitting efforts are still required to overcome the obstacles presented by conservatism, long-standing prejudice, social customs and last but not the least financial stringency. Even the Reforms have made little effect on those social customs, such as the *pardah*, that hamper the education of girls and substantial progress is unlikely until there is a widespread realization of its advantages. More trained teachers must be made available and the objections to co-education under male teachers at least in the preliminary stages must disappear.

Oriental studies.

There was a slight increase in the number of recognized Sanskrit *tols* although the number of Sanskrit *pathshalas* fell from 788 with 20,852 pupils to 745 with 20,045 pupils. A sum of Rs. 2,38,707 was spent on Sanskrit education other than that given in arts colleges

and secondary schools. Out of this, a sum of forty-one thousand rupees was placed at the disposal of the Sanskrit Association for grant-in-aid to *tols*.

The report of the committee appointed to consider measures for the development of the principal vernacular languages and literature of the province was received. Their main proposal was that a Bihar and Orissa Academy should be constituted to preserve, foster and develop the Hindi, Urdu and Oriya languages. In view of financial considerations this recommendation could not be accepted at present, although Government indicated that they were not unfavourable to the establishment of the proposed Academy.

Education of Muhammadans.

Taking the figures of the last census the Muhammadans form 10.9 per cent of the population, while the percentage of Muhammadan pupils to the total number of pupils receiving instruction in the province was 12.8. There was a slight decrease during the year in the number of *madrasas* and *maktabs* and in the total number of pupils reading therein but it is satisfactory to find that amongst the pupils a steady increase was recorded in the middle and high school stages. The expenditure from public funds specially incurred for the benefit of Muhammadan pupils was Rs. 6,13,745 : this sum includes among other items scholarships and grants-in-aid to *madrasas* and *maktabs*. The superintendent of Islamic studies, five special inspecting officers for Muhammadan education and twenty-four inspecting *maulavis* with one lady superintendent of *atus* form a special inspecting staff for Muhammadan education. The educational interests of this important community have therefore been well looked after.

The grant placed at the disposal of the *Madrasa* Examination Board was raised from Rs. 22,000 to Rs. 23,000. The Examination Board was reconstituted and Government reserved to themselves the right to select its president, its secretary and three ordinary members.

Education of depressed classes.

The special methods adopted in this province for the education of the depressed classes have consisted chiefly of special scholarships, remission of fees and capitation grants to schools admitting depressed class pupils. In 1926 Government decided that for a period of five years depressed class pupils should be excused fees at all secondary schools managed or aided by Government at which less than half the pupils were aboriginals or untouchables. In the

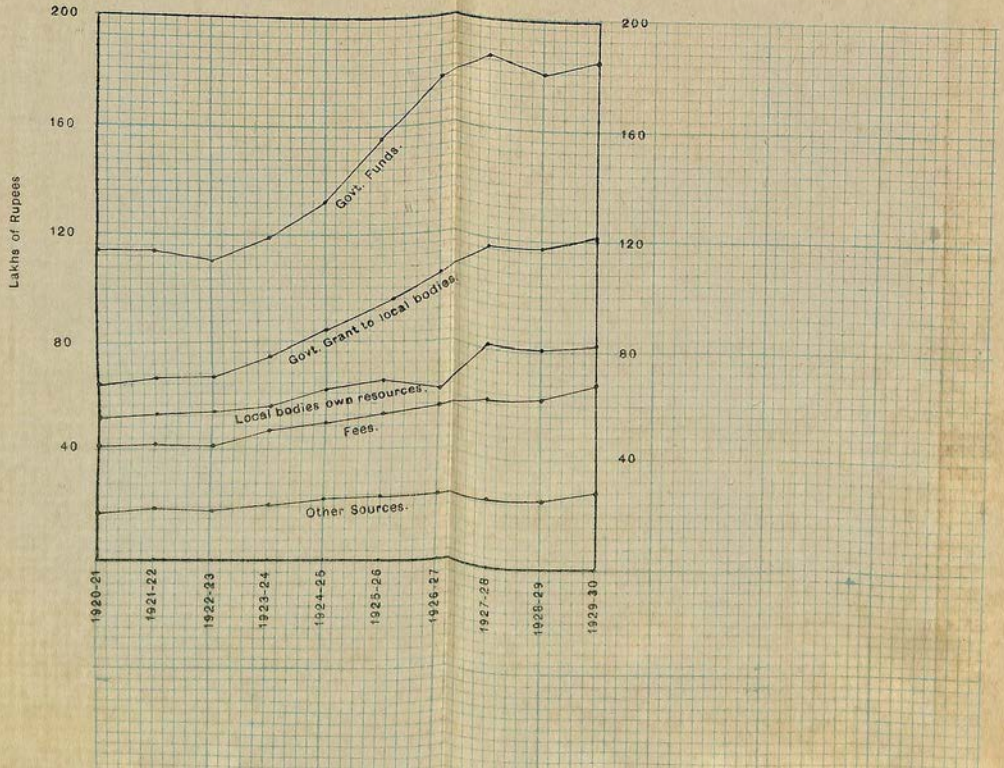
following year it was decided to appoint a special inspecting staff for the supervision of their education. These measures have resulted in undoubted improvement. There is also evidence of a changing outlook on the part of the Hindu public. An interesting innovation in connection with the education of the untouchables was the decision of the Gaya municipality to reward teachers on the success of untouchables in the annual examinations. The question of statutorily making it impossible to refuse admission to untouchables in institutions maintained or aided by Government was mooted, but no definite decision was arrived at when the year closed. The policy of admitting them in mixed schools will inevitably reduce the differences, such as there are, between the depressed classes and the Hindu castes and at the same time is the wisest from the point of view of economy, particularly in a province where financial considerations are paramount.

There was an increase both in the total number of Christian aborigines under instruction and in the number of those receiving education in high schools. The number of Christian aborigines in the different stages of instruction was 29,896 against 28,568 in the previous year; the number of other aborigines fell from 52,285 to 50,792. The decision to discontinue instruction through the medium of the Kui language in the lower primary schools in the Khondmals is regrettable on sentimental and philological grounds but on the other hand it will facilitate the daily life of the Khonds in the Oriya community by which they are surrounded.

Vocational education.

The number of pupils receiving vocational training fell from 3,717 to 3,552 but there is no reason to think that students are being discouraged by the opportunities offered by technical and industrial schools or that their appreciation of this branch of the system of education has grown any less, though the utility of technical education naturally finds greater recognition in industrial areas where the chances of employment are greater. Unless there is scope for the absorption of the students turned out by these institutions the situation will not be improved by merely increasing the number of such institutions or by inducing a larger number of boys to take advantage of the facilities offered. To take an example, in the Tirhut Division, where a technical institute is being maintained, 31 applications were received for admission to the mechanical apprentice class, but only 6 students joined and their number has since been reduced to 2. On the other hand at the Jamshedpur

Diagram showing the total expenditure on education in the province and the different sources during the last ten years.



Technical Institute for twenty-four vacancies more than a thousand applications were received. Of the students who completed their course at this Institute, practically all received employment.

The scout movement.

A great fillip to the Boy Scout movement was given by the deputation of four scouts, two scout masters and the two provincial scout secretaries to the world Jamboree held at Liverpool. A miniature Jamboree of scouts from all parts of the province was held at Patna in March. The enthusiasm for this movement is evidently on the increase. Besides providing a means of exercise and active enjoyment it has undoubtedly diverted the energies of boys towards healthy channels with profit to themselves and the community at large.

In order to improve the system of physical instruction in the province the services of Mr. Buck of the Young Men's Christian Association at Madras were secured for a short period and his report is now under consideration. The necessity for increased attention to the health of students was emphasized by Government in a resolution which laid down that college students should be medically examined in their 1st, 3rd and 5th years; that periodical examinations should also take place of the health of boys in high schools, and that the possibility of utilizing the doctors in charge of district board dispensaries to visit local middle schools should be explored. Owing to want of funds, it was not found possible to provide the machinery necessary for the medical examination of boys reading in primary schools.

The financial aspect.

The critics who grumble that a sufficient amount is not being spent on education forget that the resources of Bihar and Orissa are meagre and inelastic. In fact, in spite of its poverty Bihar and Orissa has always spent a large share of its revenues on the education department and in recent years that department has taken the first place among the spending departments. The amount spent on education since the Reforms came into operation is illustrated by the chart on the opposite page. In particular, the policy of increasing the number of primary schools, in order to raise the standard of literacy amongst the masses, which was inaugurated soon after the last Reforms has made heavy and still unsatisfied demands upon the provincial exchequer. Even now the percentage of its revenue spent on primary education is the largest with the exception of Bombay. The province also spends more in proportion

on special institutions than any province except Madras and Bengal.

The progress achieved in recent years has been conditioned by financial limitations, and if the results have not been startling it has to be borne in mind that for any scheme or policy to bear fruition not only must the soil for the experiment be congenial but the resources for applying the remedy must be adequate. These are unfortunately lacking, as the statement below will make clear. Although Bihar and Orissa is the third amongst the provinces from the point of view of density of population it stands in the unenviable position of having the lowest revenue per head. No wonder therefore that the expenditure per head on education is also the lowest. If the province is not to be left behind in the race for progress this state of things must be remedied, but there is no hope of this until financial readjustment brings in fresh sources of revenue.

—	Expenditure on education.	Revenue per head.	Density per square mile.
1	2	3	4
Madras	·608	3·5	297·3
Bombay	1·057	3·7	156·1
Bengal	·285	2·2	608·1
United Provinces	·421	2·5	427·1
Punjab	·806	5·2	207·4
Burma	·962	7·6	56·5
Central Provinces	·410	3·6	139·1
Assam	·421	3·2	143·4
Bihar and Orissa	·262	1·6	409·1

CHAPTER VI.

Public Health and Medical Relief.

The Medical and Public Health Departments.

The organization and supervision of medical relief throughout the province, the establishment and working of medical institutions together with the training of medical practitioners are the principal concerns of the medical department which has the Inspector-General of Civil Hospitals as its administrative head. A separate department of Public Health deals with the prevention of epidemics and infectious diseases and a separate engineering branch of that department deals with the provision of water-supply and drainage required to minimize the risk of their occurrence. It also undertakes the propagation of knowledge about the general principles of hygiene, sanitation and cleanliness. The Civil Surgeons as well as the subordinate Government medical staff have duties which bring them into constant touch with the Public Health Department and local bodies receive assistance during epidemics and at large *melas* from the departmental reserve of epidemic doctors, and advice and supervision from the Director and his Assistant Directors. The Public Health Department has two branches; at the head of the first is the Director of Public Health, while the second, the engineering branch is under the direction of the Superintending Engineer who supervises the preparation of sewerage, drainage and water-supply schemes and in all except petty projects also carries the work into execution. He also does their inspection and in addition gives advice to local bodies on the running of the completed works.

From small beginnings the organization and scope of the Public Health Department has continued to grow from year to year. When the province was created the superior staff consisted only of the head of the department and one other officer. Steps were

taken however to appoint health officers in twelve large municipalities and in order to train sanitary inspectors a regular school was opened. The creation of a Public Health Bureau followed and further additions to the departmental staff were made by recruiting epidemic doctors and medical officers for inspecting school children. In 1926 a permanent Public Health cadre was formed which amalgamated the epidemic doctors, health officers and school medical officers. The cadre in 1929 consisted, besides the Director and three Assistant Directors of Public Health, of two officers in charge of the bureau and the vaccine depot, a chemical analyst, five school medical officers, five health officers, and ten epidemic doctors. In addition fifteen temporary epidemic doctors were employed from time to time and Government also maintained a reserve of 100 epidemic vaccinators trained in disinfection work.

In the last nine years, side by side with the increase in the staff considerable expansion and change in the nature of duties has taken place. The Local Self-Government Act of 1923 and the Municipal Act of 1922 effected a transformation in shifting the sphere of control and one important problem since then has been to co-ordinate the activities of the various authorities upon whom the responsibility of public health devolves. The local bodies have been naturally reluctant to accept any semblance of encroachment in what they have come to regard as the legitimate sphere of their activities. The Civil Surgeons on the other hand although relieved from the direct responsibility for a break-down continue to be not only inspecting officers but are required to keep Government informed of the condition of medical and sanitary work in the district, and they still in most districts retain control of vaccination and are invariably placed in control of Government's epidemic staff when deputed to districts. In 1924 a scheme was drawn up suggesting that district boards should supplement Government's medical health staff by the creation of district staffs of health inspectors and subordinates appointed by each district board under the control of a health officer who was also to be appointed by the local body. The idea was that district board organizations should take over the primary responsibilities of public health in districts and that Government's public health organization should become a co-ordinating, supervising and controlling authority as in England. By means of sharing the cost of the public health staff Government hoped to be able to exercise the necessary amount of control. The scheme, commendable in itself, has not been brought into full operation owing to the increasing financial stringency both

of Government and of the district boards. But during 1929 Government lent health officers on foreign service conditions to the Gaya and Bhagalpur district boards and early in 1930 two more were lent to the districts of Saran and Muzaffarpur; and eleven out of the twenty-one districts maintained during the year under report district health organizations on the lines outlined by Government in their scheme referred to above; and satisfactory progress was maintained by them in evolving measures for prevention of disease. The health officers undertook themselves to visit most of the affected villages in the interior and cholera inoculations were performed in large numbers by the staff of the districts concerned.

Urban centres are still behindhand in maintaining qualified health staffs. Only five of the larger municipalities, namely Patna, Gaya, Puri, Muzaffarpur and Bhagalpur employed health officers. In the three former municipalities the cost of their employment was borne by Government. In Bhagalpur the part-time services of a local practitioner were held to suffice and elsewhere there seems no immediate prospect that even the larger municipalities will employ health officers and the smaller ones cannot afford to do so. How unsatisfactory is this position needs no further comment. A sanitary inspector is qualified neither by his education nor status to deal with municipal health problems, much less with epidemics.

Health propaganda.

The public health bureau performed useful work in publishing literature on health subjects and every opportunity was taken to deliver lectures and addresses in both towns and villages. The magic lanterns which have complete set of slides have been in great requisition from co-operative societies and similar bodies and the epidemic doctors who have opportunities of visiting outlying areas distributed many leaflets and pamphlets and endeavoured to explain wherever possible the causation of diseases. There is increasing evidence that the stoical indifference of the villager has disappeared and he is receptive to new ideas and influences; in spite of the fact that such work is gaining increased appreciation only the fringe of the problem has so far been touched and without more money and a bigger organization no startling results are possible. In their own sphere local organizations are taking the opportunity to educate the public. At the Bihta Agricultural and Rural Welfare Exhibition something in this line was attempted and life-size sanitary huts and miniatures of a model village attracted great attraction.

A word might also be said about the medical inspection in schools which was started in 1920 as an experimental measure but which owing to its importance and utility has been retained permanently. The indifference of guardians to the physical defects of their boys is being gradually overcome. During the year a lady school medical officer was also employed but needless to add that she cannot cope with the work single-handed, and in view of the demand more will have to be appointed.

Health statistics.

The number of births decreased from 1,301,529 to 1,212,624 while deaths increased from 860,193 to 915,393. Though below the average for the last ten years, the death-rate per mille increased from 25.3 in 1928 to 26.9. The provincial birth-rate fell from 38.3 per mille to 35.6 per mille and just approximated the decennial average. The rate of increase of population was 8.7 as compared with 13.0 in the previous year. Cholera which was prevalent in epidemic form accounted for 104,034 deaths which was an excess of 26,931 over the figures of the previous year. It was particularly severe in the districts of Palamau and Cuttack and considerably swelled the death-rate of these districts. The highest mortality figures were in the districts of Palamau (34.0), Cuttack (32.4) and Puri (38.7). The figures for infant mortality showed little variation. On the basis of actual births during the year there was a slight rise from 133.1 per mille to 135.1 per mille and a proportionately larger number of deaths took place in the towns, a fact which reflects considerably on their comparative sanitary condition.

The accuracy of vital statistics is vitiated by the method of collecting them. In rural areas the chaukidar provides the only agency and there is little effective check on his report. Even in the 58 municipal towns where registration is compulsory the tests conducted about the accuracy of vital occurrences showed that the laxity of the system allowed many omissions to take place. The Vaccination Inspector upon whom the duty of verification rests more often than not betrays a lamentable lack of interest. The remedy obviously is a well-organized health staff employed both in urban centres and outlying villages for verifying mortality figures and the causes of death. But this is not immediately possible and the interest of the public can be kept alive only by publication of the existing weekly epidemic reports.

Comparative incidence of diseases.

The following statement compares the ratios under the chief heads of mortality of 1929 with the average ratio of the previous ten years :—

	Urban.		Rural.		Combined.	
	Ten years' average.	1929.	Ten years' average.	1929.	Ten years' average.	1929.
1	2	3	4	5	6	7
Cholera	1·6	2·2	1·5	3·1	1·5	3·0
Smallpox.. ..	0·7	0·3	0·4	0·2	0·4	0·2
Plague	0·9	0·05	0·4	0·2	0·4	0·2
Fevers	13·2	8·6	19·6	18·0	19·4	17·7
Dysentery and diarrhœa.	1·4	1·0	0·7	0·6	0·7	0·6
Respiratory diseases..	0·7	0·6	0·2	0·2	0·2	0·2
Injuries	0·5	0·4	0·4	0·3	0·4	0·3
All other causes ..	7·3	5·5	5·1	4·5	5·2	4·6
Total ..	26·5	18·8	28·3	27·2	28·3	26·9

Although owing to overcrowding in towns infectious diseases thrive easily once they have taken root, severe epidemics like cholera claim a large number of victims in rural areas. In towns it is easy to employ preventive measures and isolate the sources of infection and the population is more receptive to ideas of sanitation but in the countryside the germs find it easy to travel in the shifting weekly markets and in the water-supply which consists only of the village well where all and sundry use their own bucket and rope. There are not many means of warning the people so that very often before any concentrated action is possible the disease takes a firm hold. It was also noticeable that deaths from fever of which malaria is the chief are higher in rural areas owing to greater facilities for breeding anopheline mosquitos; and less resistance which owing to economic causes the inhabitants can offer. Consumption, pneumonia and influenza however took a larger toll as usual in the towns.

Cholera.

Practically throughout the year this disease was widespread in Orissa and in April most of the Bihar districts were also affected. Its virulence increased with the break of the monsoon and the largest number of deaths took place in July. There was some respite later but even when the year closed North Bihar and Orissa were not rid of it. In anticipation of the epidemic adequate arrangements were made to fight it. The services of 25 epidemic doctors were lent by Government to the local bodies from time to time and the Civil Surgeons were provided with ample supply of disinfectants. As a preventive measure cholera inoculation was undertaken on a very large scale and although its demand was to a certain extent dependent upon the actual presence of the disease, indications were not lacking that even in rural areas its popularity had been firmly established. It was particularly noticed that after its efficacy was once visibly demonstrated the villagers appeared anxious to get immunity although surrounded by no immediate danger. In view of the success attained it is not unreasonable to hope that with suitable propaganda it will be possible to completely convince the villagers about the advisability of inoculation before cholera breaks out actually amongst them. Some steps by lectures and demonstrations were taken in this direction after the close of the year although the outbreak of cholera in North Bihar prevented the utilizing of epidemic doctors solely for this duty.

Some interesting figures were obtained at Puri during the *Rath-Jatra* festival regarding the value of preventive inoculation. The estimated population at that time was 76,000 residents and pilgrims. Out of them 39,727 were inoculated and the rest were unprotected. There were 301 attacks and 81 deaths amongst the latter whilst amongst the inoculated there were only 30 attacks and one death and these included cases amongst whom full immunity had not been established.

Smallpox.

The protective value of vaccination is now well established and people are willing enough to submit to the operation when the disease is prevalent, but they are rather indifferent when there is no cause for alarm. In view of this Government has been considering the desirability of making vaccination compulsory throughout the province. One difficulty is that if vaccination is made compulsory it would have to be made free also and local bodies would be required to maintain a larger staff of vaccinators than at present. Another is that a health officer is required to supervise when vaccination is made

compulsory in a large area. The Patna district board has made an interesting experiment by which it hopes to administer compulsory vaccination free of cost, except of supervision. The vaccinators get no fixed pay but are rewarded out of the fees received by them from vaccinations done elsewhere than at the free depots. These fees are paid into the district fund, and are distributed again to the vaccinators according to the number of free vaccinations performed and the general efficiency of their work. During the last few years the disease has diminished in intensity in this province; but this has not come about as a result of any intensive campaign of vaccination, the probability is that when the cycle is complete the disease may assume epidemic proportions owing to a sharp rise in the curve of its incidence. The death-rate during the year was reduced to 0.2 but smallpox was never entirely absent from any district, although its ravages were comparatively very less severe in Orissa.

Fever.

During the year death-rate from fevers was 17.7 as compared with 16.6 in 1928 and the districts of Angul (26.4), Purnea (23.27) and Palamau (25.2) recorded the highest mortalities while Gaya (24.1) and Chatra (22.0) headed the list amongst towns.

Although principally malaria in its malignant form is responsible for the high death-rate under this head the term " Fever " covers all diseases where a temperature above the normal has been a symptom. There are certain areas of the province which are intensely malarious but from the evidence gathered by examination of spleen in vaccination inspections it is proved that malaria is widespread everywhere and is particularly making an inroad in North Bihar. The problem of malaria has not received the same attention as that of cholera and a means of dealing with it of which the cost will not be prohibitive has yet to be found. Some of the industrial concerns in Chota Nagpur have undertaken valuable pioneer work but much remains to be done; and in the rural area it would first be necessary to make a thorough survey of malarious areas by a special malaria branch of the Public Health Department. In the Supaul subdivision, a low-lying area, which is subject to constant floods, an unusually severe outbreak of malaria lasted from August to the beginning of November. The measures taken to combat it included distribution of quinine and opening of temporary dispensaries.

The sale of quinine through post offices has not proved entirely successful. In certain schools quinine was distributed free and there was an increasing demand for it.

Plague.

The rate of mortality for this disease during the last five years has remained practically constant. Plague is now confined to certain districts of North Bihar and its appearance synchronizes with the winter months when fortunately it is possible to spare the staff of epidemic doctors. The death-rate was the highest in Darbhanga (1.2) and the towns which suffered most were Hajipur (2.5) and Siwan (0.6). On the whole the countryside suffered more from it than the towns.

Dysentery and diarrhœa.

Due to climatic conditions and the unsatisfactory conditions of the water-supply, Orissa suffers most from dysentery and diarrhœa particularly as the patients are further debilitated by malarial attacks. The death-rate was 0.6 as compared with 0.5 in the previous year and the towns recording the highest death-rates were Puri (5.6), Colgong (3.9), Sambalpur (3.8), Kendrapara (2.7) and Jajpur (2.7). In order to tackle these diseases it is necessary to effect radical improvements in water-supply, conservancy arrangements and disinfection of the excreta of those attacked by it and these will yet take a long time to materialize.

Sanction of fairs and *melas*.

A word must be said about the advance which has been made in evolving measures to prevent the breaking out and spread of epidemics at some of the large fairs which are held annually in the province. The chief *melas* in the province are the *Rath-Jatra* at Puri, held in either June or July, the *Pitripaksh mela* at Gaya held generally in September and the famous Sonepur fair held in November. The *Rath-Jatra* or the car festival occurs at the height of the cholera season when practically the whole of Orissa is infected and the pilgrims not only bring the infection with them but propagate the germs by the ceremonies which are calculated to spread the disease. The measures taken were to establish inoculation centres at important railway stations and to persuade the pilgrims travelling, to submit to inoculation. In Puri itself the town was divided into wards under charge of competent doctors whose duty it was to visit the lodging houses daily during festival time and to supervise the disinfection of wells and infected houses and to segregate such cases as were discovered. At Gaya and Sonepur the arrangements were similar and at the

latter place new sheds were constructed for housing infectious cases and the water-supply was greatly improved by means of pipes and hydrants so that the thousands of people visiting the *mela* were assured of pure supply of water.

Jharia Mines Board of Health.

The sanitary control of the Jharia coalfield area, which exceeds over 900 square miles, vests with the Jharia Mines Board of Health which is responsible for enforcing sanitary principles while a water board provides a pure water-supply. The income is derived from the cess of coal on mine-owners and royalty receivers. That this body has been successful in enforcing sanitary precautions and particularly in dealing with cholera can be judged from the fact that in 1919 before the organization was built up there were 4,000 cases of cholera and 2,124 deaths. During 1929 there were only 208 cases of cholera with 79 deaths.

Bacteriophage.

The investigations in this direction were continued during the year in the public health laboratories at Patna. A small experiment in connection with the water-supply of a selected area in Puri during the great car festival was carried out by treating all the wells in this area with bacteriophage. The results disclosed that only four cases of cholera occurred in this area of nearly ten thousand people as against 231 cases in the rest of the town; case incidence was approximately ten times less in the area where the wells had been bacteriophaged than in the rest of the town where the wells had been chlorinated.

The public health laboratory is not fully utilized by the local bodies for sampling foodstuff but from the cases actually handled there is no doubt that adulteration in *ghee*, milk and mustard oil is still excessive.

Hospitals and dispensaries.

There were 673 hospitals and dispensaries of all classes in the province at the close of the year 1929. Twenty new dispensaries were opened during the 12 months while 27 were closed down of which 18 were maintained by the district boards, 2 by private bodies and 7 by railway companies for the convenience of their staff. The reduction of district board dispensaries was particularly marked in Manbhum where 11 dispensaries were closed down. The total number of patients treated at the various hospitals and dispensaries in the province was 6,781,880 against 6,447,932 in the previous year. The number of surgical operations rose from

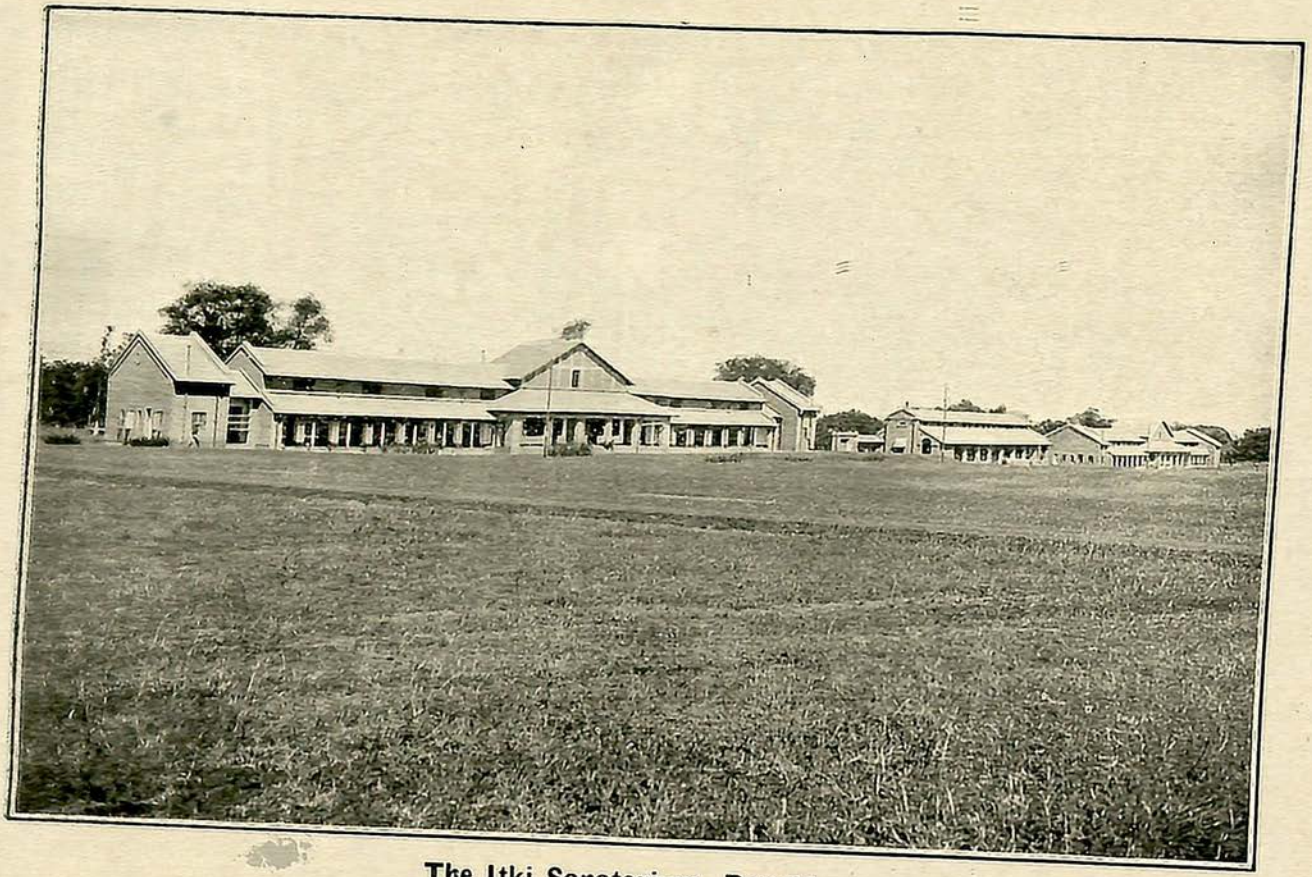
423,209 in 1928 to 435,993 in the present year. Of these 94.5 per cent were completely successful. A pasteur institute was opened at Patna during the year and housed in the Patna Medical College Hospital. Up to the end of 1929 more than one thousand patients had been treated in it. Arrangements were also made to manufacture vaccine in the laboratory attached to the institute.

Medical education.

This was the fifth year of the existence of the Prince of Wales Medical College, which, opened in July 1925, provides teaching in all branches of medicine and surgery up to the standard required for civil assistant surgeons who form the main body of qualified medical practitioners in this province. By next year it is expected that the college will send out the first batch of students after completion of their medical training. Competent critics have held that in equipment and methods of training the Medical College is one of the best in India and it is a matter for satisfaction that from the very start a high standard of teaching and qualifications was laid down. The two medical schools at Darbhanga and Cuttack also maintained satisfactory progress. A scheme for the higher qualification of licentiates was sanctioned by Government and will take effect from the next year.

The Radium Institute.

This province which was the first in India to establish a radium institute has maintained the lead which it then took. The institution was housed at Ranchi to begin with and did excellent work there but the recognition of radium as part of the accepted body of medical practice and the growing need for collaboration with specialists in the various branches of medicine and surgery induced the Government in 1928 to move the institute to Patna and to locate it in the compound of the Medical College hospital. This gave the added advantages of accessibility and better accommodation for patients as well as the presence of the necessary specialists and nurses while the rising generation of doctors were thereby provided with opportunities to familiarize themselves with a therapeutic method available for their future patients. During the year valuable addition to the stock of radium was made by purchase out of the handsome donation of a lakh of rupees given by the late Maharajadhiraj Rameshwar Singh of Darbhanga to commemorate the visit of His Excellency the Viceroy to Patna. With this added amount it has been possible to deal with a larger number of patients and ensure more thorough and efficient treatment including special applications. During the year 437 cases



The Itki Sanatorium, Ranchi.

were attended to as against 314 in 1928. Besides this a very large number of cases were examined but not treated. Unfortunately the general impression amongst the public still persists that radium is a panacea for every form of disease and therefore the number of patients unsuitable for radium treatment is very large and very often too such cases as are suitable are too far advanced, because radium is apparently tried as a last resource after other methods of treatment have been unsuccessful. Of the cases treated 105 improved and were more or less relieved of their sufferings, 64 were clinically freed from all signs and symptoms of disease while 19 cases were cured. There is no doubt that with the publicity that this institution is receiving it will continue to grow and successfully expand.

The mental hospitals.

Of the curative institutions undoubtedly the most important are the mental hospitals at Ranchi for Indians and Europeans which had another year's successful working. In the Indian hospital 1,367 patients were treated during the year. The admissions of late years have been restricted owing to want of accommodation but in view of the pressing need for expansion a scheme which provided for the housing of 1,600 patients was accepted by Government but for want of funds it had for the present to be deferred. But every year there is more demand for seats both from the general public and from paying patients and this goes to show that the need for expansion is real and should be met at the earliest opportunity. The noteworthy feature of treatment in these hospitals is that physical restraint is reduced to a minimum. The system of occupational therapy gained the approbation of the members of the health section of the League of Nations who paid a visit to these hospitals.

Treatment of special diseases and leprosy campaign.

Special grants were made by Government for the treatment of Kala-azar and venereal diseases which are prevalent in the province. The Itki Sanatorium for tubercular patients was partially opened in April 1929 and Indian patients were received into "A" class wards. Unfortunately owing to the resignation of the Superintendent due to ill-health admission of new patients had to be temporarily suspended but towards the close of the year a new Superintendent took charge of the institutions and both European and Indian "A" class wards were completely filled up. The introduction of occupational therapy has been successfully tried.

For the treatment of lepers eight asylums were in existence. There were 1,607 indoor resident patients and 795 outdoor patients

were treated. These asylums are mainly managed by missions aided by grants by Government and private bodies. In recent years considerable attention has been paid to the adequate financing of these very useful institutions. Thus the amount spent has risen from Rs. 1,30,000 in 1921 to Rs. 2,10,690 in the year under review. Commendable energy has also been shown in the establishment of leper clinics, for the diagnosis and treatment at early stages of the disease. Nineteen such clinics worked during the year where 5,128 patients were treated. The provincial branch of the Red Cross Society sanctioned the appointment of a lady doctor for leprosy relief amongst women and she commenced her work in Puri municipality after the close of the year. Government also made grants to certain district boards for the leprosy campaign and they also issued instructions explaining the manner in which the local bodies could co-operate in this direction. The leprosy survey party which Government had sanctioned in the previous year surveyed four police-stations in Puri and five police-stations in Muzaffarpur. It was found that there were more lepers in these districts than was imagined and attempt is being made to investigate the causes of the high incidence of leprosy in these areas.

At Puri, research into methods of curing the disease filariasis, more familiarly known as elephantiasis, was carried on in the special annexe of the hospital which contains an up-to-date laboratory.

CHAPTER VII.

Maintenance of the peace, Administration of Justice and Jails.

The police force of the province.

When the province was created the police force numbered 12,968 men including 840 in the armed reserve. The military police consisted of two companies of 222 officers and men and the total police budget stood at roughly Rs. 41 lakhs. By 1920 the number of civil police had risen to 14,990 while the military police was nearly doubled, and this increase in numbers was more than justified being indispensable to ensure the safety of the province. The rise in the cost of living led to an increase in salaries, and the total expenditure rose to about Rs. 81 lakhs, a figure which has been more or less stable since then. In the last nine years no large additions to the police force have taken place. During 1929-30 the strength of the police force was 14,553 and the actual expenditure was just about Rs. 81½ lakhs. In spite of the increase in strength and cost the Bihar and Orissa police is still the cheapest in India and imposes the lightest burden on the population. The cost of the police force per head of population is reckoned at less than four annas. But as the statement below shows relatively to the population its strength is also the lowest in India, there being one policeman for every 2,367 persons and less than one for every 5½ square miles.

	Cost per head of population in annas.	Police to population. (Bihar and Orissa 100).
Bihar and Orissa	3·6	100
United Provinces	5·3	172
Bengal	5·4	127
Madras	6·1	155
Central Provinces.. ..	6·8	188

Recent developments have rendered an increase in the force very desirable. For instance in spite of the large increase in motor vehicles and the consequent need of traffic control no additional policemen have been sanctioned for that purpose. Since 1921 over 400 miles of railway has been opened to traffic in this province but this again has not resulted in the strengthening of the railway police force; on the other hand an actual reduction of both officers

and men has taken place. In view of the financial difficulties of the province and the repeated demands of the Legislative Council for economy it has also not been possible to provide for some of the amenities which would have undoubtedly conduced to efficiency and the comfort of the men. But in spite of these handicaps the province can congratulate itself that the standard of police administration has been maintained at a high level.

Relations between the police and the public.

The improvement in the relations between the police and the public, noticed in the last few years continued, and many instances occurred in which the public readily showed its appreciation and reciprocated the courtesy shown. In two instances donations were sent to the Police Relief Fund meant for the benefit of widows and orphans and one public-spirited gentleman offered a substantial sum in token of his appreciation of what had been done to improve the morale of the police and the relations between the public and the police. As a necessary corollary to these improved relations there has been increasing co-operation on the part of the public to assist the police in the detection of criminals and in other spheres such as controlling processions and settling communal disputes during festivals.

Literacy amongst constables.

The efficiency of the rank and file of force has been improved not only by assidious inculcation of discipline and a high standard of training but also by the emphasis on literacy. The efforts in education of constables have borne satisfactory results, and it is estimated that 85 per cent. of them are able to read and write. It is gratifying to find that in Shahabad there is not a single illiterate constable.

The Namukammal chalan system.

This system which consists in submitting a charge-sheet as soon as a *prima facie* case has been established, whether the investigation is complete or not was introduced in Monghyr in 1928 and during the year was extended as an experimental measure to Patna, Muzaffarpur, Darbhanga, Cuttack and Ranchi. The results so far have been encouraging and the system tends to decrease work and speedy disposal at least of simple cases. In Monghyr out of 132 cases, 93 charge-sheets were submitted within 24 hours of arrest and 20 of these cases were disposed of the same day; the percentage of convictions to cases tried reached the high figure of 88.

Political crime.

There were four prosecutions under section 124-A, Indian Penal Code, three of which ended in conviction. The most sensational political crime was a dacoity committed at Maulania in Champaran district in which cash and ornaments to the value of Rs. 1,200 were stolen and the dacoits when retreating fired revolver shots and severely injured with a spear a neighbour who came to the victims' assistance. In the course of investigation it was discovered that two political suspects had been absent from their homes on the night of the occurrence and that one of them had a broken elbow for which he could not account. At the same time information was received that both these men were wanted in connection with the Lahore conspiracy case. They were arrested and one of them confessed to having arranged the dacoity in order to obtain funds for the revolutionary party. Of the eleven men alleged to have taken part in the outrage two were made approvers and three were sentenced to ten years' rigorous imprisonment, while one was not put on trial as he is an accused in the Lahore conspiracy case; five culprits are still absconding.

Cognizable crime.

True cognizable cases fell from 47,392 in 1928 to 45,638, the number being the lowest on record since the province was constituted. There was a slight increase in the percentage of convictions obtained; 35.1 against 34.9 in 1928 and in the last quinquennium. It is reasonable to conclude that the police is improving in efficiency both as regards detection and prevention of crime.

Rioting.

There were 616 riots and unlawful assemblies, the number reported being the lowest since 1922. The districts of Monghyr, Muzaffarpur and Darbhanga contributed the largest number. The percentage of convictions was still far from satisfactory being only 44.2. One of the most serious agrarian riots took place in Shahabad district in which Captain Duff, the Assistant Manager of Dumraon Raj, was killed. Twenty-four persons were sent up for trial, of whom four were transported for life and nine sentenced to various terms of imprisonment.

Burglary, robbery and dacoity.

There was a satisfactory decrease of five per cent as compared with the previous year in the number of burglary cases, which were the lowest in any year since the province was created with the exception of 1927. In almost 50 per cent of these cases the amount of stolen property was insignificant. The only increase in this form of crime was

in Manbhum and Singhbhum districts and in the latter it was due to the privation caused by the Golmuri strike. The percentage of cases ending in conviction was 5.5 per cent, a slight decrease from the previous two years but nearly one per cent higher than the average for the previous ten years.

Cases of robbery showed no appreciable variation and sixty-seven per cent of these ended in conviction as compared with seventy-seven per cent in 1928.

The figures for dacoity also approximated the number reported in the previous year, 219 as against 220. In Purnea and Bhagalpur the cases decreased considerably and the fall was largely due to the collaboration between the police forces of these bordering districts as a result of which some notorious gangs were captured. The free use of the preventive sections of the Criminal Procedure Code and the organization of patrols are other reasons why this form of crime did not assume formidable proportions. The results of trials in Bhagalpur, Manbhum and Balasore were extremely disappointing inasmuch as all persons sent up for trial were acquitted. In Purnea and Shahabad also the acquittals were disproportionately high. A daring dacoity was reported from Gaya in which a Muhammadan zamindar and his *patwari* were murdered and ten thousand rupees in cash besides jewellery and other valuables were removed by the dacoits who arrived on the scene in motor-cars. The main culprits who appeared to be local *goalas* and Muhammadans from Calcutta were arrested and have since been convicted. In Cuttack a number of Kabulis combined to commit a dacoity in the course of which they managed to steal property worth Rs. 30,000, but they were arrested with the help of the railway staff and the property was also recovered.

Murder.

Cases of culpable homicide fell from 159 to 153 but there was a further increase in the number of murders; 279 true cases being reported as against 262 in the previous year. Of these 132 involving 354 persons or 47.3 per cent were sent up for trial and 67 cases (51 per cent) involving 135 persons ended in conviction. The percentages of cases and conviction for last year were 53 and 41. The progressive increase of this form of crime in recent years cannot be reviewed without alarm. Between 1912 and 1919 the average number of murders was 203; it then rose to 239 and during the year under review was higher than in any previous year. The largest number of cases were reported from Ranchi where in seventeen cases witchcraft was the alleged motive. The most

sensational case was that in which a European passenger travelling by the Bombay Mail on the Bengal-Nagpur Railway was robbed and murdered between Chakradharpur and Manoharpur. The case was skilfully investigated and all clues were carefully followed up with the result that the accused was sentenced to death and the conviction was upheld by the High Court, a handsome tribute being paid to the energy, speed and care with which the investigation was conducted by the police.

Railway crime.

A case of malicious derailment in which a rail was removed from the track took place on the Katras branch of the East Indian Railway but fortunately no loss of life occurred. There were two other accidental derailments on the East Indian Railway and one on the Bengal and North-Western Railway.

False cases.

It is a matter for satisfaction that the increase in false cases noticed last year was checked although their number is still very large; 1,623 cases were declared maliciously false during the year against 1,717 in 1928: prosecutions were ordered in 348 cases and 141 out of these were successful. These figures show an improvement upon the record of previous years. The Bhagalpur Division has earned an unenviable notoriety in respect of the number of false cases which occur there every year. A good deal can be done to bring offenders to book by careful investigation but unless public opinion is mobilized and condemns the meanness and gravity of this form of crime it is hopeless to expect any radical improvement. It appears that full advantage was not always taken by Magistrates of the provisions of section 250, Criminal Procedure Code.

Criminal Justice.

The magisterial staff of the province consisted of 302 stipendiary and 171 honorary magistrates. During the year 67,557 cases were tried by them, or 1,044 less than in the previous year. In the cases finally disposed of by magistrates, 113,589 persons were accused as against 117,515 in the previous year and 43.2 per cent of these were convicted. The number of witnesses examined in the courts of magistrates was 195,699 as compared with 200,628 in 1928. Of the total number of witnesses in attendance 61.7 per cent were discharged on the first day, and 28.9 per cent on the second day. The number of long detentions was largest in the districts of Cuttack, Monghyr and Purnea. In Purnea the shortage of trying magistrates was one of the reasons ascribed for the large number of detentions. Elsewhere it was due to the usual causes such as

the absence of accused persons and lengthy and piecemeal examination. Although the number of witnesses detained after the third day is only 1.8 per cent and has shown no increase, yet it is not improbable that with a more methodical arrangement in the fixing of dates further improvement could be effected.

Sessions courts.

Apart from the sessions judges in the twelve sessions divisions of the province one additional judge was attached to Patna throughout the year, while five additional judges were employed in certain districts for varying periods. During the year 677 cases were committed or referred which was 40 more than in 1928. The number of disposals was 674, which was 18 more than in the previous year. The number of persons under trial was 2,459 and of these 53.6 per cent were convicted while the cases of 91 persons were referred to the High Court. The average duration of sessions trials from the date of commitments increased slightly from 64.1 days to 67.6 days.

Trial by jury.

The system of trial by jury continued to be in force in 10 districts of the province for certain offences. During the year 505 persons were tried and in respect of 457 persons the verdict of the jury was accepted while in respect of 48 persons references were made to the High Court.

Criminal appeals.

Criminal appeals preferred before the courts of Session increased in number to 3,089, the highest figure for the province. The appeals of 24.2 per cent of the appellants were summarily dismissed, of 33.4 per cent were rejected after hearing, while reduction or alteration of sentence was obtained by 17.7 per cent and acquittals were secured by 23.8 per cent. In the magistrates' courts the number of appeals preferred during the year was 2,573, which was 265 less than in 1928. The appeals of 55.3 per cent of the appellants were unsuccessful and acquittals were secured by 28.4 per cent.

There were 35 references for confirmation of death sentences before the High Court in which 44 persons were concerned; death sentences were confirmed in the case of 13 persons, 16 persons were sentenced to transportation for life and the rest were either sentenced to imprisonment or acquitted.

Applications for transfer of cases were not so numerous as in previous year. Out of 49 such applications before the High Court 23 were summarily rejected and transfers were granted only in 13 cases. There is still a marked tendency to take undue advantage

of section 526, Criminal Procedure Code, and protract the trial, and in one case an accused person applied for postponement seven times in order to move the High Court for the transfer of his case but failed to move a single application before it.

Civil Justice.

There is no sign that the volume of civil litigation in the province is likely to decrease. The number of suits instituted during the year was 197,386, an increase of 23,312 on the previous year, and the highest in the history of the province. The figures for the last four years are as follows :—

1925	...	...	...	...	... 175,699
1926	...	...	...	...	... 180,052
1927	...	...	...	...	... 180,611
1928	...	...	...	...	... 174,074

Thus except for a slight decline in 1928 there has been a progressive increase in recent years. The increase in litigation was shared by all districts except Cuttack and it was most marked in the districts of Muzaffarpur, Patna, Bhagalpur and Shahabad. The value of suits pending before the courts amounted to over six and a half crores of rupees. As usual the largest number of suits instituted were rent suits and in Muzaffarpur their increase was due to the fact that on the *tamadi* day rent for four years had become due. In Shahabad a large number of enhancement suits were filed, principally because the 15 years' limit after the publication of the record-of-rights had expired. Owing to the serious congestion in the state of work disposal of suits was not expeditious and actually ten thousand fewer suits were disposed of during the year than in 1928. The average number of cases disposed of in the courts of subordinate judges decreased from 283 in 1928 to 238 in 1929 and there was a fall also in the average disposals in the courts of munsifs from 1,977 in 1928 to 1,877 in 1929. At the same time the average duration of suits was slightly higher than the preceding year. At the close of the year the number of pending suits rose from 91,692 in 1928 to 117,848. The large arrears are mainly due to the insufficiency of judicial staff and there appears to be an urgent need for an increase of both subordinate judges and munsifs. The local Government recently sanctioned three additional posts of munsifs but financial stringency has prevented any further increase.

The number of civil appeals pending before the High Court at the close of the previous year was 4,653 while 3,268 were

preferred during the year. Of this number 4,059 were decided leaving a balance of 3,862 which was 783 less than at the close of last year. The temporary appointment of two additional judges was sanctioned up to the commencement of the annual vacation of 1931. The number of pending appeals and miscellaneous cases although reduced since the last two years is still very large.

The experiment of having a registrar for the civil courts of Patna and Gaya was continued during the year. In checking corruption amongst the ministerial staff and providing facilities to litigants for transaction of business in the courts, it has been successful but lack of funds will probably prevent any wide extension of the system.

Jail administration.

There was no change in the number of jails during the year, there being four central, twelve district and fifty subsidiary jails besides one juvenile jail at Monghyr. Owing to the overcrowding at the Buxar Central Jail it was however found necessary to convert the subsidiary jail at Arrah into a district jail for a period of four months. The daily average number of prisoners during the year showed a slight increase from 8,058 in the previous year to 8,077. The number of female convicts decreased from 442 to 399 and the male convicts from 13,940 to 13,543 and 64 long-term convicts were voluntarily transferred to the Andamans during the year.

Health and education of prisoners.

Unfortunately the health of the prisoners was not so good as in the previous four years. Although the daily average number of prisoners did not rise appreciably, the rate per mille of admissions into hospitals rose from 416.5 to 445.7, the daily average number of sick persons was 169 against 138 and the total number of deaths increased from 82 to 129. The central jails at Bhagalpur and Gaya and the district jail of Purnea gave the highest mortality figures. The chief reason for the high mortality was the poor health of newly-admitted prisoners, many of whom were 50 to 70 years of age. In the Purnea jail, for instance, it is reported that the prisoners admitted into the jail were almost all debilitated from previous attacks of malaria, dysentery or ankylostomiasis.

Following the experiment of the previous year compulsory education of all prisoners of 25 years of age and under was continued in the Gaya Central Jail. There were 66 students at the beginning of the year and 41 were admitted later making a total

of 107 prisoners. The classes were divided into two batches each batch alternately attending the school for the half day and during the other half performing the ordinary prison tasks. A school on similar lines was also opened in Bhagalpur with a view to impart education to the male prisoners of the ' A ' class who are Urdu-speaking. The results at both Gaya and Bhagalpur were attended with success and a distinct improvement was noticed in the morals and discipline of the prisoners attending these classes.

The discipline of the prisoners continued to be satisfactory on the whole. There were only four escapes but no outbreaks or serious disturbances of any kind and all the escaped prisoners were recaptured. It was found necessary to resort to the punishment of whipping in only three cases and this in itself is an index that the general discipline was good.

Female and juvenile prisoners.

The daily average number of female convicts was 169.10 or 25.27 less than in the previous year. Increasing interest has been taken of late by welfare societies organised by women in the condition of female prisoners. On the recommendation of the Bihar and Orissa Council of Women, Government issued orders to employ female prisoners in gardening in central jails, to arrange for the training as an experimental measure of selected female warders of one or two jails as *dais* and to call in a lady doctor, if available, when considered necessary or desirable.

The youthful offenders and juveniles, a category which includes prisoners up to twenty years of age, rose from 817 in the previous year to 1,032. Out of these 67 were under 15 years of age and 39 of these were sent to the reformatory school at Hazaribagh, the rest being either transferred to the juvenile jail at Monghyr or detained in central or district jails. The short sentences have shown no tendency whatever to diminish in spite of general recognition of the fact that they are neither deterrent nor reformative.

The main industries taught to the boys were carpentry, blacksmithy and tin-smithy and instruction in the night school was also continued. Besides this religious instruction to both Hindus and Muhammadans was provided twice a week.

Jail manufactures.

At the Buxar Central Jail tailoring and tent-making were the principal industries and the cash profit and net earnings increased from Rs. 59,744 and Rs. 1,05,143 to Rs. 81,358 and Rs. 1,37,545 respectively. The

tailoring department did particularly good business. The weaving mill however remained closed for a greater part of the year as there was a large accumulation of manufactured cotton cloth but as soon as the surplus is disposed of it is hoped to start the mill again. In Bhagalpur blanket-weaving, tailoring, black-smithy and carpentry were undertaken as usual and the net earnings were Rs. 11,177 against Rs. 5,997 in 1928. At Gaya the press and forms department utilized the services of a large number of the labouring population of the jail and the only form of manufacture carried on was oil-pressing. The proposal to start a straw board industry has had to be kept in abeyance until it is possible to ensure sufficient water-supply. There was a drop in the net earnings in the Hazaribagh Jail due in part to the lesser number of prisoners employed and also to the low price charged for prison-clothing. The manufacture of aloe goods, oil-pressing, cotton-weaving and weaving of waste silks was however carried on as usual.

CHAPTER VIII.

Excise.

The importance of the excise department in this province from the financial point of view is that it provides nearly a third of the revenues. It was the expansion of excise receipts between 1921 and 1925 which provided the "nation-building" departments with the money with which medical relief, education and water-supply were developed; and a decrease under this head means less money for these departments. From the administrative point of view it is equally important. In this province in which palm and *mahua* trees abound and where therefore the materials for illicit distillation of spirit or manufacture of *tari* lie within everyone's reach it is only by the exercise of constant vigilance on the part of the excise department that the consumption of liquor can be kept in check; while by setting up a Government monopoly of the manufacture and sale of liquor and drugs, by controlling the tapping of palm trees under a system of licenses, by raising prices, regulating the strength of liquor, controlling the hours of sale and quantities which may be sold and so on, a maximum of revenue is raised with a minimum of intemperance. Government's policy has often been attacked; but no practicable alternative policy has yet been suggested.

The importance of excise.

A brief description of the excisable articles will enable what follows to be better understood. The most important is country spirit, distilled from the flowers of the *mahua* tree which grows freely in the Central plateau of Chota Nagpur and in the broken country fringing that plateau, but is comparatively rare in Bihar and in the coastal districts of Orissa. Country spirit is the popular drink of the bulk of consumers and from it is derived about half the excise revenue. Next in importance comes *ganja*, a drug produced from a species of hemp, not found in the wild state in the province, but easily capable of cultivation. This is consumed throughout the province by the more well-to-do clientele. Opium comes next, appealing especially to the inhabitants of Orissa, where it is largely eaten, and where smoking is also fairly common. Then comes *tari*, a drink fermented from juice taken from two kinds of palm trees, both common in most parts of the province, but particularly in South Bihar, where the bulk of its consumers are to be found. Of considerably less importance from the excise point of view are *pachwai* and *bhang*. The former is a kind of beer fermented from rice, consumed almost entirely by aborigines, who

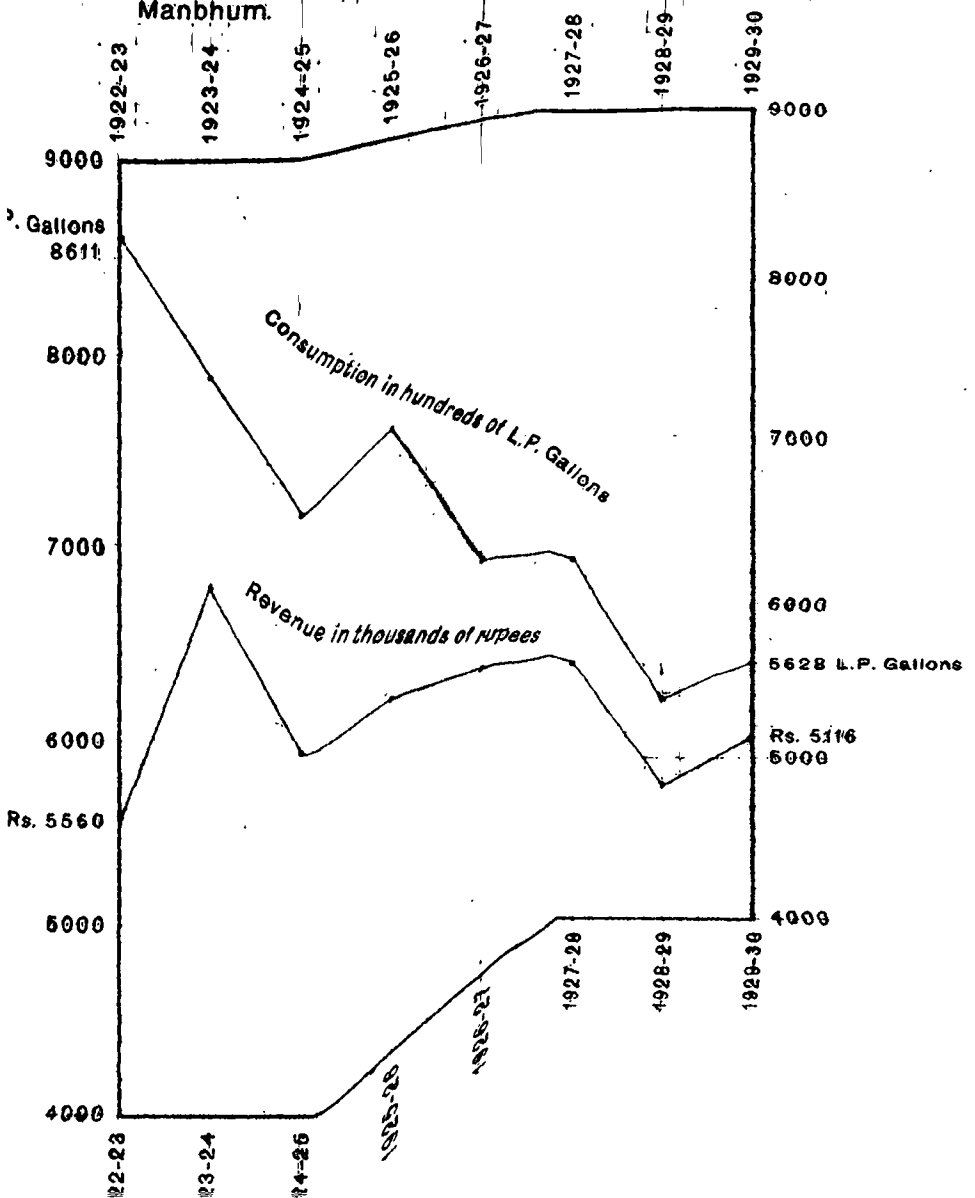
are in some tracts still allowed to make it for private consumption. The latter is another drug extracted from hemp and appeals to a somewhat limited class in this province. A number of minor articles, including foreign liquor, bring in the rest of the excise revenue.

The Excise policy of Government and its results.

Broadly speaking Government's policy has been to combine the minimum of consumption with the maximum of revenue; but from what has been stated above it will be seen that the excise policy, though easy to state, presents, from the number of important excisable articles, their varying appeal and the different degree of facility with which they can be smuggled or illicitly produced, a wide range of practical problems. The encouragement of temperance is undertaken in various direct and indirect ways mainly by raising the price of liquor, restricting the hours of sale, by decreasing the number of shops and the alcoholic strength of liquor. Some of the results of steadily pursuing this policy are striking and are mentioned below; nor have any of Government's critics seriously tackled the practical difficulties of their favourite alternative, prohibition. If the problem of raising a sum equivalent to excise revenue is set aside—as it too often is—the difficulty and expense of enforcing prohibition would be enormous. Not only would it be necessary to employ a colossal army of officials to keep a watch on the natural plants from which drink and drugs are made but it would also be necessary to create a cordon of expensive outposts to prevent surreptitious smuggling; such arrangements would involve expenditure on a scale which the provincial revenues could not possibly bear, and would entail interference with the private life of large sections of the population which would undoubtedly provoke strong resentment and organized opposition to the enforcement of the excise laws. The progress made in reducing consumption is illustrated by the figures below which in conjunction with the chart on the opposite page completely vindicate Government's policy and conclusively establish that decrease in the consumption of intoxicants and drugs has been real and effective.

Year.	Consumption of country spirit.	Consumption of *ganja*.	Consumption of *bhang*.	Consumption of opium.	Total revenue.
1912-13 ..	11,157,636 L. P. gallons.	2,498 maunds.	538 maunds.	926 maunds.	104,01 Rs.(lakhs).
1929-30 ..	960,304 L. P. gallons	1,404 maunds.	264 maunds.	604 maunds.	191,77 Rs. (lakhs).

Diagram showing the consumption of country spirit and revenue obtained therefrom in the districts of Patna, Gaya, Shahabad, Saran, Darbhanga, Bhagalpur, Monghyr, Purnea, Santal Parganas, Puri, Cuttack, Balasore, & Manbhum.



In Bihar proper the consumption of country spirit has been reduced by one half since the province was created and of this reduction twenty-six per cent has been since 1920-21. The figures for *ganja* show that while its consumption has been reduced by about 44 per cent the decrease has been throughout progressive and of this percentage 26 per cent has been since 1920-21.

Similarly in the case of *bhang* and opium, particularly in the case of the former, the decrease in consumption has been marked (51 per cent and 34 per cent respectively). These remarkable results have been achieved not only without sacrifice of revenue, but actually with an appreciable increase of 61 and 94 per cent respectively.

Of the measures taken for reduction of consumption, not the least important has been the raising of the rates of duty, which has also been responsible incidentally for increase of revenue. The rates have always varied from district to district, partly owing to local conditions and partly in order to smooth out the variations found in the districts of different provinces lying on the provincial boundary. The prevailing rates given below will give some idea :—

Year.	Country spirit per L. P. gallon.	*Ganja* per seer.	Opium per seer.	*Bhang* per seer.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
1912-13 ..	1 9 0 to 3 12 0	7 0 0 to 11 0 0	17 0 0 to 35 0 0	0 8 0 to 0 12 0
1920-21 ..	0 10 0 to 5 10 0	20 0 0	45 0 0 to 50 0 0	1 0 0
1929-30 ..	1 4 0 to 10 0 0	35 0 0 to 40 0 0	90 0 0	2 0 0 to 3 0 0

It is evident that the increases in recent years have been bolder than in the first eight years. While the increase in price, consequent on the raising of the rates of duty, has diminished the means of some of the population to indulge in excess, the reduction in the number of shops and the curtailment of the hours of sale and of the amount that may be sold to the individual consumer at a time have further diminished the facilities for

over-indulgence. The following figures give the progress made in reducing the number of shops :—

Number of shops for retail sale.	1912-13.	1920-21.	1929-30.
1	2	3	4
Country spirit	2,088	1,866	1,540
Ganja	1,334	1,234	1,107
Opium	563	540	223
Tari	7,665	5,621	5,524
Pachwai	355	330	355
Bhang	297	290	285

In most classes of shops a substantial reduction has been effected; the small increase in *pachwai* shops has been required to meet the needs of an immigrant population of aborigines accustomed to this comparatively mild stimulant. It might be remarked here that the concession hitherto granted to aborigines of brewing *pachwai* for home consumption free of duty was sometime ago withdrawn in industrial and other urban centres, where the likelihood of evil results would have been greater.

Distilleries and outstills.

It is necessary to explain that there are two systems in force for the production of country spirit and for bringing it under excise. In parts of the province where communications are easy, the liquor is manufactured at large private distilleries, under the constant supervision of an excise officer. It is moved out to bonded warehouses also under close control of the department and thence distributed to the shops. In the less-developed parts of the province, particularly Chota Nagpur, it has been found necessary even up to the present date to continue the old system of permitting small stills to be worked, from which issues are made to shops within a short distance, and of taking excise revenue entirely from license fees. The production at these stills and the consumption at the shops served by them cannot be determined with anything like the same degree of accuracy in the " outstill area " as distinguished from the " distillery area ". For revenue reasons, better control of consumption and owing to the undoubted fact

that the " outstill area " is responsible for a good deal of illicit liquor it has been a part of the policy of Government to extend the distillery and contract the outstill area. In 1912 no less than 40,500 square miles was outstill and 42,500 distillery. In 1921 the figures were 13,000 and 70,000 respectively. During the current year the contract distillery system was introduced in a major portion of the Palamau district. The two remaining outstills in Hazaribagh were converted into distillery shops and the same was done in the case of three outstills in Ranchi. Of the six outstills remaining in the district of Shahabad two were converted into distillery shops. Thus the contract distillery system prevailed throughout the province except in the district of Angul, the major portion in Singhbhum and in small areas of the districts of Shahabad, Ranchi and Palamau.

Sliding-scale fees.

Another reform is the sliding-scale system of settlements which has been described in earlier reviews. The excise revenue is partly derived from the imposition of duties on excisable articles and partly from the fees paid for licenses to sell those articles at retail shops. Up to 1919-20 these licenses were invariably granted to persons who made the highest bid. Since then a new system has been introduced of selecting a reputable local vendor and offering him the license at a fee which is based on actual sales during the year. This is calculated to allow him a fair profit from a normal sale, but is increased so as to absorb to a rapidly increasing degree the extra receipts he gets from abnormally high sales. This system has the advantage that it links taxation closely to consumption and renders accurate budget estimates more possible. It entirely removes the temptation to deal in smuggled articles and to undersell neighbouring shops and takes away the stimulus to push sales or to cheat the consumer; practices which speculative bids greatly encouraged in the past. It supplies an incentive to good management by giving a fair degree of security of tenure and it makes it possible without unfairness to the vendors, to alter rates of duties at any period of the year, if that is desirable to check undue consumption. The experiment has been greatly extended in recent years. During the year it was extended to all *ganja*, *bhang* and opium shops in the district of Angul and to the fifty-seven country spirit shops in the district of Palamau. The scale of license fees for the country spirit shops was revised after the close of the year in order to give a more liberal margin of profit to the licensees of smaller shops.

The system of determining by auction the license fees for outstills, foreign liquor, *tari* and *pachwai* shops continued. The results of such settlement are summarized below :—

		Rs.
Foreign liquor	Increase	2,190
Outstills	Decrease	1,99,947
Tari	Decrease	1,47,761
Pachwai	Increase	16,609

The heavy decrease under head "*Tari*" is ascribed to combination among licensees to force down license fees and to the anti-drink movement. The drop in revenue under head "Outstills" mostly in Singhbhum district is due partly to combination among bidders and partly to the reaction from the high fees of the previous two years.

Liquor strength and raising of price.

An important measure for the promotion of temperance has been the reduction in the strength of liquor sold, in the expectation that the consuming population will get accustomed to a less deleterious beverage. Thus from the commencement of the year the issue strength of 80° U. P. was prescribed in the district of Manbhum and from the 1st of November the issue strengths of 72.5° U. P. and 86.3° U. P. were prescribed in the four Nepal border shops in the Darbhanga district. The results in Manbhum were not entirely encouraging where apparently the novelty of the new strength soon lost its charm. The retail price of country spirit was raised to a certain extent by reducing the contents of bottles from 23 ounces to 20 ounces in Manbhum and certain districts of North Bihar and Orissa.

Excise revenue in 1929-30.

The total quantity of country spirit issued on payment of duty was 960,304 L. P. gallons against 886,894 L. P. gallons in the preceding year, an increase of 8.2 per cent. In the district of Palamau, which registered a large increase, the introduction of the contract distillery system is responsible. Elsewhere improvement in economic conditions due to good harvests and the celebration of a large number of marriages are the causes contributing to the increase. The only districts reporting heavy decrease are Sambalpur and Manbhum. In the former slackness of trade and intensive propaganda against drink and in the latter, the bad crop of lac and the introduction of 80° U. P. strength and the prescription of the 20 ounce bottle are said to be the causes.

The total revenue from excise amounted to Rs. 191.77 lakhs, an increase of 1.85 over last year's figures which was reflected under all heads except *pachwai* and foreign liquor.

Opium, *ganja* and *bhang*.

The consumption of opium decreased in fifteen districts and there was particularly heavy and welcome decrease in the Orissa districts of Cuttack, Balasore and Puri. The reason for this was an enhancement of the retail price which was repeated twice within the year. The enhancement in price extended to the Purnea district and the Chota Nagpur Division. In addition the treasury price of opium was enhanced from Rs. 81 to Rs. 90 a seer throughout the province.

Propaganda through school teachers and officers of the Public Health Department was carried on to eradicate the evil habit of administering opium to children and in three out of the eleven districts where this pernicious practice prevails no cases were reported. The number of persons registered under the Bihar and Orissa Opium Smoking Act (Act II of 1928), numbered 2,454 up till 31st March 1930. The period of grace for registration expires on 31st December after which unregistered smokers will be liable to punishment. This piece of legislation will undoubtedly in course of time considerably curtail opium-smoking.

Apart from the *ganja* manufactured under Government supervision in the Rajshahi district, Bengal, which still forms the main source of supply for this province the license for cultivation in Bhagalpur was renewed and a new one was issued in Patna. There was a small increase in the quantity of *ganja* sold at Puri; the large influx of pilgrims and the checking of smuggling from Madras caused the increase. In Bhagalpur and Manbhum districts where the decrease was heavy the ravages of the Kosi floods and the bad condition of lac market were responsible.

Ganja continued to be exported to the Orissa Feudatory States under what is known as the Cooch-Bihar system of supply, in which the States undertake to enforce complete prohibition of the cultivation of the hemp plant and the sale and possession of *ganja*. They enforce the same duty as prevails in neighbouring British districts and also co-operate in suppression of smuggling and illicit *ganja*. This system by which Rajshahi *ganja* is supplied duty free to the Orissa States worked well during the year.

The quantity of *bhang* consumed did not increase appreciably except in Gaya where the increase was due to better harvests, large number of marriages amongst Hindus and influx of pilgrims.

Tari and *pachwai*.

The tree-tax system which was tried as an experimental measure in the Dinapore subdivision during the previous two years was extended to the whole of Patna district, except thana Sarmera, from the beginning of the current year. The rate of taxation was raised from Rs. 2-8-0 per palmyra and Rs. 1-4-0 per date tree to Rs. 3-0-0 and Rs. 1-8-0 respectively. In the introduction of the tree-tax system a good deal of opposition had to be countered from the landlords who objected to *Pasis* taking leases of selected trees instead of *Baghats*. There was also an unjustifiable suspicion that by marking of trees Government would establish some sort of a right over the trees thereby affecting their interests. This led to sudden raising of rent, almost to an exorbitant degree and affected the tappings in the beginning of the season but later on their misgivings were cleared and the situation improved. The success of the tree-tax system has justified its extension elsewhere and immediately after the close of the year, the headquarters of Gaya, Muzaffarpur and Monghyr districts were chosen for this purpose.

As stated already the privilege of free home-brewing of *pachwai* in the Jamshedpur area was withdrawn but it does not appear to have been willingly accepted by the aboriginals. In consequence the number of detected cases rose from 62 to 171. Elsewhere in Manbhum and Ranchi the aboriginals are getting reconciled to altered conditions and are taking out licenses for festive occasions.

Excise offences and preventive work.

There was an increase in the number of illicit distillation cases detected and in prosecutions for offences against other excise and opium laws; 2,745 cases and 3,572 persons as against 2,525 cases and 3,368 persons reported in the previous year. The increase is attributed to greater attention being paid to detection work. The indifference of the public in helping to bring offenders to book is illustrated in the case of cocaine. Of the cases instituted in Patna and Bhagalpur sixty per cent failed for lack of co-operation. This is particularly deplorable as there is reason to think that international smugglers are establishing themselves in this branch of nefarious trade.

Temperance movement and licensing boards.

Except for movements amongst the lower classes towards social uplift which involves eschewing of drinks there was no organized temperance movement in any district; but towards the close of the year the Congress workers utilized the opportunities

offered to organize meetings where it was proclaimed that picketing would be resorted to. A foretaste of the aggressive campaign accompanied by threats and violence was provided by sporadic picketing of excise and opium shops in Saran and the harassing of *tari* vendors elsewhere. Amongst the Santals of Hazaribagh an anti-drink movement was started which made considerable headway and temporarily affected the consumption in many of the shops.

The experiment in prohibition in thana Roserah in the district of Darbhanga continued during the year. To elicit further information regarding the significance of the experiment it was decided to extend it for another year. The experimental closing of country liquor shops within the municipal limits of Ranchi, Patna City and Doranda during the *Muharram* and *Dasahara* festivals did not prove a success. The result was illicit sale accompanied by substantial loss of revenue.

The licensing boards constituted in the eight principal towns of the province in 1924 and which replaced the old advisory committees have been a considerable step forward in the matter of securing some degree of local control over the retail sale of excisable articles. Their work was not satisfactory in Gaya and Bhagalpur. They effected some changes in the location of shops.

CHAPTER IX.

Government and the Land.

Administration of Land Revenue.

In Bihar and Orissa there are three kinds of estates—permanently-settled, temporarily-settled and those managed directly by the Government. The greater part of the land revenue is derived from the permanently-settled estates. The Government estates include the district of Angul, a large part of the district of the Santal Parganas, the Kolhan area in the district of Singhbhum and portions of the districts of Puri, Palamau and Cuttack, while over the rest of the province small areas, mainly riparian tracts, are also scattered about. The total number of revenue-paying estates rose during the year from 122,053 to 123,279; of these 109,799 were permanently-settled, 13,127 were temporarily-settled while 353 were under direct management. The increase of 1,226 was confined to the first two classes of estates and was mainly due to partitions.

Collections.

Once again the demand and collection during the year were the highest during the quinquennium and the remissions also exceeded those granted in the last four years. Out of a total demand of Rs. 1,65,27,143 collections amounted to Rs. 1,60,84,226 and the percentage of total collection on total demand was 97.32 while the percentage of total collection on current demand was as much as 99.95. The total demand showed a net increase of Rs. 2,25,723 mainly due to the revision of land revenue in the temporarily-settled estates in the three sea-board districts of Orissa.

Cess.

Except in Angul, Sambalpur and a portion of the Santal Parganas, where the Cess Act is not in force local cess was levied at the maximum rate of one anna in the rupee. The percentage of collection was maintained at over 99½. The demand increased in the district of Patna owing to revaluation but owing to the continued depression in the coal and mica trades a heavy fall was recorded in the districts of Hazaribagh and Manbhum. Revaluation was in progress in the districts of Patna, Shahabad, Balasore and Puri resulting in an increase in the cess demand.

Relations of landlords and tenants.

No special improvement took place during the year in the relations between landlords and tenants but attempts were promoted in Patna—particularly in the subdivision of Dinapore—to introduce rural uplift propaganda and mutual help co-operative societies for compulsory education and better cultivation. Towards the close of the year Maharajadhiraj Kameshwar Singh announced concessions to the tenants of the large Darbhanga estate on the lines of the abandoned Bihar Tenancy Amendment Bill, which were welcomed in agrarian circles. His example was followed by certain large land-holders in Monghyr but elsewhere matters generally remained as before. The Banaili estate made noteworthy efforts to improve irrigation. The tension of previous years somewhat eased in Orissa and instances of strained relations became less numerous. In Chota Nagpur the practice of *begari* and *kamianti* has not disappeared, and in Palamau, conditions have been aggravated because landlords have tried to make up for the losses in lac cultivation by resorting to illegal exactions. The jungle rights also continue to be a source of friction.

Payment of rent by money orders.

The system of payment of rent by money orders has been in force since 1905 except in the Santal Parganas and Angul. While Chota Nagpur and Orissa recorded an increase in the use of the money order system, in Bihar there was a decrease particularly in the district of Patna where the number fell from 12,447 to 8,825. In Bihar the landlords make trouble about accepting them and about 80 per cent are refused but in Ranchi and Singhbhum all the remittances were accepted. The grounds of refusal were generally lack of detail in the information columns or an assertion that the order did not cover the full demand.

Labour emigration.

The recruitment for the labour districts of Assam which was rapidly increasing until last year began to decline during the year under review as the following figures disclose :—

1924-25	...	..	... 9,238
1925-26	...	...	... 13,705
1926-27	...	...	... 16,475
1927-28	...	...	... 20,322
1928-29	...	...	... 42,731
1929-30	...	...	... 34,595

While good harvests and local demand for labour may be responsible to some extent for the shortage it appears that the heavy recruitment during the previous two years is beginning to exhaust the supply of surplus labour. The principal recruiting centres, viz. Ranchi, Sambalpur and the Santal Parganas shared in the decrease and as in previous years no recruitment took place from any of the districts of Patna Division, nor from the districts of Bhagalpur, Purnea, Saran, Champaran and Muzaffarpur.

Survey and Settlement operations.

During the year revision settlement operations continued in the districts of Balasore, Cuttack and Puri as well as in the Santal Parganas and Ranchi and in the two latter areas characteristic problems peculiar to aboriginal tracts, which are seldom met with elsewhere in India had to be confronted and solved. The original operations which for sometime have been carried on in the Kosi Diara tract of the districts of Bhagalpur and Purnea neared completion. The Orissa settlement is also now in its closing stages. During the year ending with 30th September 1950 a total area of 1,908 square miles was cadastrally surveyed and the records of 1,663 square miles were attested while those of 2,263 square miles were finally published. In addition, the rents of 500,016 tenants were settled. The following table will give an idea of the volume of work undertaken by the settlement department since the inception of this province.

—	1912-20.	1921-27.	1st October 1927 to 30th September 1930.	Total 1912 to 30th September 1930.
Area surveyed.. ..	20,658 sq. miles.	9,005 sq. miles.	6,038 sq. miles.	35,701 sq. miles.
Area of which records have been finally published.	27,551 sq. miles.	7,747 sq. miles	6,040 sq. miles.	41,338 sq. miles.
Number of tenancies for which rents have been settled.	981,734	884,764	1,454,763	3,321,261
Amount of rent settled ..	Rs. 73,21,841	Rs. 25,55,199	Rs. 44, 04,012	Rs. 1,42,81,052

One special feature of recent years is the attempt to reduce the costs of settlement without sacrificing the accuracy of records. Particularly in the Chota Nagpur settlement changes were introduced during the year which are expected to bring in a saving

of ten thousand rupees. While the determination of existing rights and the interpretation of customs form the principal activity of the department, opportunity of disseminating useful knowledge for the welfare both of the tenants and landlords was not missed. For instance in Chota Nagpur the disappearance of forests, which to a great extent supply the daily needs of the raiyats, has been recognized as a serious danger. Therefore propaganda was carried out with a view to persuade the landlords and tenants to agree to reserve certain blocks of jungles as *Rakhats*, for a period of ten years.

Aerial surveys, the possibilities of which were considered at one time to be very great did not make much progress. Photographs of a small area were taken last year by the air survey company but the reduction to the correct scale could not be accomplished owing to the distortion of the last settlement maps by shrinkage. Therefore fresh prints from the original settlement maps were tried but the results did not improve and the photographs could not fit the maps on all points. It appears therefore as if a traverse would be needed in any case, even if aerial survey is undertaken.

Government estates.

During the year a sum of Rs. 2,48,839 was spent on management and Rs. 1,53,458 on improvements in the Government estates as against Rs. 2,22,881 and Rs. 1,52,041 respectively in 1928-29. In the Barh subdivision of Patna district floods caused considerable damage and in Palamau the lac crop failed. The outturn of principal crops was on the whole good. Emigration of labour to Assam from Hazaribagh, Palamau and Singhbhum was less because favourable agricultural conditions provided ample work for the cultivators at home.

Trusts, Wards and Encumbered estates.

The responsibility for the estates voluntarily surrendered or taken under control during minority, lunacy or other incapacity of proprietors rests with Government and the controlling authority is the Board of Revenue. To these may be added estates attached under orders of courts. During the year one new estate was taken in charge, while seven were released leaving a balance of 67 at the close of the year. The steady fall since 1921, when there were 135 estates under management, has continued. The payment of revenue and cess was discharged in full by almost all estates—a sum of Rs. 11,93,756 being paid to Government and Rs. 62,854 to superior landlords. Payments to the superior landlords improved

considerably during the year being 95.5 per cent on the total demand as against 85.3 per cent in the previous year.

The total amount of debt liquidated during the year amounted to Rs. 4,52,708 which is a fairly satisfactory figure. The debts of the Banaili estate have been discharged in full and all the estates in Bhagalpur Division are free from debt.

The percentage of the cost of management rose slightly from 13.09 to 13.7 and the standard was exceeded in ten estates. As usual the Bettiah estate still led in the facilities offered for education by maintaining a high school, a free Sanskrit school and a girls' school; the total amount spent by this estate on education being Rs. 47,426. Nor was this estate behindhand in providing for medical relief; over half a lakh of rupees being spent under this head. The Ramgarh estate spent Rs. 24,732 on schools, and maintained a middle English school, besides contributing to many district board schools. Most of the solvent estates also made satisfactory contributions to dispensaries and other forms of medical relief except in the Patna Division where none of them attained the prescribed minimum, the amounts spent being insignificant though 50 per cent in excess of the previous year's figure.

Improvements and agricultural experiments in these estates.

In the Bettiah estate the use of the tractor and Bihar plough and the cultivation of various standard crops including Pusa wheat and sugarcane was successfully demonstrated and over a thousand maunds of seed were distributed. The estate by setting apart areas for grazing and importing a herd of Murra buffaloes from the Punjab, also encouraged cattle-breeding among the tenants. To assist extraction from the Bettiah forests the project for a light railway was sanctioned but actual construction made little progress. In Ramgarh coppice coupes were laid out over an area of 1341.36 acres and a large amount of clearing work was done preliminary to the forest utilization scheme. Fuel and timber were also given free to certain villages which had no jungles.

Forests.

The forest department is concerned principally with preservation of such forests as are essential on climatic or physical grounds and the commercial development of others subject to due regard to the needs of the agricultural population.

Their Protection.

In the year under review prolonged drought was responsible for an unusual number of forest fires; 135 outbreaks occurred and 55,428 acres were burnt out of a total area of 989,111 acres which was intended to be

protected. The worst fires of the year occurred in the Hazaribagh, Saranda, Porahat, Sambalpur East and Sambalpur West Divisions.

Financial results.

The total forest revenue of the year amounted to Rs. 9,39,275 as against Rs. 10,97,161 in the previous year. The net cash surplus on the year's working amounted to Rs. 36,613 only against Rs. 2,46,788 in 1928-29. This large decrease is attributed to the general trade depression and curtailment in railway construction.

Research and future lines of development.

Experiments have for sometime been conducted on *sabai* grass (Ischoemum Angustifolium) and the extension of its plantations as a commercial undertaking is expected to yield favourable results. The selection of the sites where this could be suitably undertaken was carried out during the year. The experimental matchwood plantations in the Puri and Kolhan Divisions were abandoned. The demonstration farms for cultivation of lac have not been successful largely because the sites selected proved unsuitable. In consequence further extension has been abandoned and intensive cultivation and manuring on scientific lines are being tried.

Canals and embankments.

The province maintains five irrigation canal systems—the main ones are the Orissa, Son, Tribeni and Dhaka. The Son canals irrigate a considerable portion of Patna Division while the latter two irrigate a part of the Champaran district from streams flowing into the province from Nepal. The Orissa main canals and to a less degree the Son main canals are navigable but in recent years there has been a decline in their use as communications. In the year under review the tonnage was 379,952 as compared with an average of 418,980 in the preceding three years. The receipt of tolls also declined by nearly eighteen thousand rupees. The Orissa coast canal built for communication between Calcutta and Orissa before the Bengal Nagpur Railway supplied this need has become practically useless for navigation and will shortly be abandoned.

During the year there was a reduction of 40,752 acres in the area irrigated. This is accounted for by the fact that the demand for irrigation of *rabi* crops was less owing to normal and satisfactory rainfall and the reduction of *kharif* irrigation on the Son and Orissa canals was accounted for by the floods in the rivers.

The net revenue realized from the canals amounted to Rs. 16,56,349 exclusive of interest charges but Rs. 20,45,897 has to be paid to the Government of India as interest charges on the capital expenditure. Except the Son canals the others barely pay their working expenses.

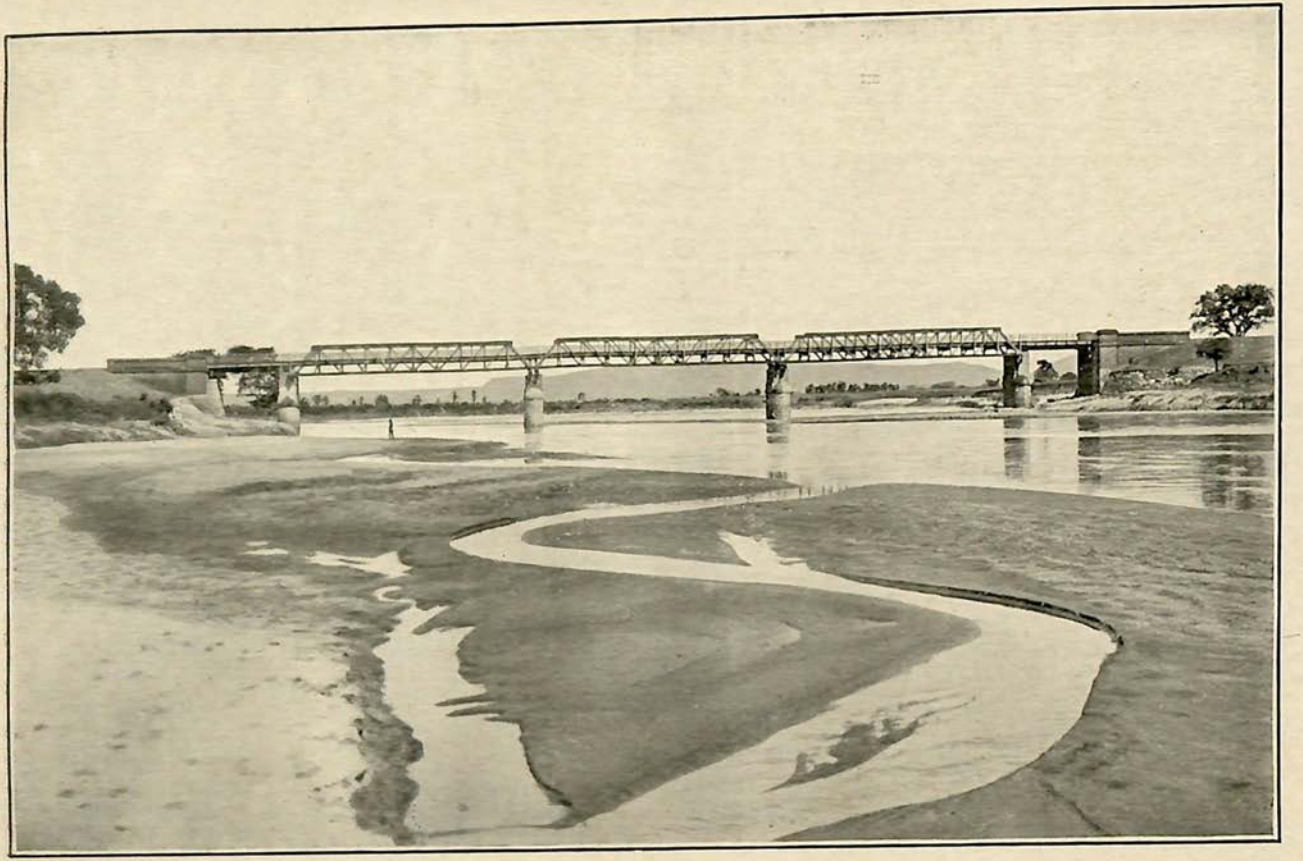
Floods.

Floods damaged the crops in some of the low-lying lands in Cuttack, Balasore and Puri and certain areas of Purnea and Bhagalpur. Breaches occurred in embankments along the Baitarini, Kharma, Kuakhai and Debi rivers but none were very extensive. In Balasore the effect of the floods was very local and was confined to a small area of the Balipal police-station close to the Subarnarekha. In Cuttack the rivers were in flood on six occasions but damage was only caused by the floods of 1st and 26th August. The estimated loss was six to eight annas for the *biali* crop and eight to ten annas for the *sradh* crop over the area affected. In Puri four floods occurred and affected an area of 150 square miles, serious damage being limited to 45 square miles. Special grants for loans under the Agriculturists' Loans Act were made, Rs. 60,000 in Cuttack district and Rs. 50,000 in Puri. In addition the Commissioner of Orissa Division made a free grant out of the Orissa Famine Relief Fund for repairs to houses of landless labourers.

Floods also occurred in the Patna district between the 10th and 20th of August and large tracts were inundated in thanas Poonpoon, Masaurhi, Phulwari, Fatwa, Bakhtiarpur, Hilsa and Chandi. Part of this area is subject to periodical floods. The *bhadai* crop in this area was mostly destroyed.

The Orissa Flood Committee.

The Orissa Flood Committee composed of three experts which was appointed in 1927 submitted their final report in the August of the following year and a summary of the main recommendations and of the preliminary action taken in pursuance of it was published early in January 1929. Towards the close of the present year under review a resolution on the subject was issued in which after comprehensively reviewing the main recommendations arrived at by the Committee Government announced its decision in respect of some specific proposals. The Committee's suggestion for reorganization of the Orissa irrigation circle was accepted by Government and two divisions constituted exclusively for embankment and flood disposal work. In pursuance of the recommendation of the Committee the measurement and survey of existing private embankments was decided upon and the scientific gauging of rainfall, river



Thulin bridge—36th mile—Ranchi-Purulia Road.

flow and the tides and the compilation of flood reports and records was undertaken. With a view to introduce necessary modifications it was also decided to review the existing law on the subject of embankments. Other decisions were that the Agricultural Department should conduct experiments in the Aul area on irrigation by pumping from the river after the flood season and also demonstrate flood-resisting and *rabi* seasonal crops to the residents.

Communications.

The Public Works Department maintained 1,422 miles of surfaced and 224 miles of unsurfaced roads and the total mileage of surfaced and unsurfaced roads maintained by the local authorities was 2,613 miles and 26,841 miles respectively. The Public Works Department thus maintained approximately one-third of the total length of surfaced roads in the province.

During the year a Provincial Road Board consisting of five official and five non-official members was formed by a resolution of the local Government. Its functions are to make a general survey of the situation in regard to road communications, to frame a development programme and to advise the Government on the allocation of funds available from the different sources. At its first meeting held towards the close of the year it was decided to classify all the roads of the province so that a complete record might be available about the relative importance of the existing roads and the urgency of their improvement, to ensure that funds are not expended on comparatively unimportant works and that a fair division is maintained between the charges of the local bodies and the Government. Two new sources for road development have come into being. The province will receive from the Government of India its share of the additional duty imposed on motor spirit which has been estimated at Rs 2,88,000 for 1930-31. The second source is the new taxation on motor vehicles which has been sanctioned after the close of the year by the Legislative Council. The latter should bring in an appreciable sum and provide means to afford much-needed relief to local bodies.

CHAPTER X.

Agriculture and Co-operation.

Weather conditions.

The weather conditions on the whole were favourable from the agriculturist's point of view. The ante-monsoon showers from March to May were light and below normal which adversely affected the broadcasted rice-crops and the early sowing of jute. The monsoon commenced early in June and during July and August there was copious rainfall everywhere. During September rainfall was deficient but in the following month it was above normal and in Patna and parts of Gaya, Bhagalpur and Cuttack slight damage was caused to the winter rice-crop by local floods and the sowing of *rabi* crops was also retarded to a certain extent. The month of November was without rains but timely showers fell in December, January and February and ensured the prospects of a good *rabi* harvest.

Bhadai crops.

The outturn of the *bhadai* crops was one per cent in excess of the decennial average though the area was reported to be three per cent less than that of the previous year. The outturn of autumn rice and maize was respectively estimated at 103 and 94 per cent of the average of the past ten years. In Gaya, Bhagalpur, Cuttack and Patna floods caused some damage and there was partial failure of the crops in Puri owing to lack of timely rain but weather conditions elsewhere were favourable.

Winter rice.

The yield of winter rice was satisfactory for the province as a whole being 103 per cent of the past ten years' average on an area about 5 per cent less than the normal. The heavy showers in July and August facilitated transplantation and the *hathia* rains also helped the crop to a great extent. Except for partial damage by floods in a few Bihar districts and in Puri and Sambalpur the crop turned out to be a good one.

Jute.

Jute is confined to the districts of Champaran, Muzaffarpur, Bhagalpur, the Santal Parganas, Cuttack and Balasore and round about Purnea it is an important crop. Weather conditions in Purnea were hardly favourable though in the remaining six districts they were fair.

The total yield of jute was estimated at 675,000 bales which was 18,000 bales less than the previous year. The total area under crop in Bihar now is 238,000 acres. The quality of jute from north-east Bihar is very highly spoken of.

Indigo and sugarcane.

Except in Purnea where heavy rains during July and August did considerable damage, weather conditions on the whole favoured the Indigo crop. The outturn was estimated at 1.830 factory maunds as compared with 1,036 factory maunds of the previous year. The sugarcane crop flourished on the whole except in Bhagalpur and Cuttack where floods were responsible and Sambalpur where excessive rain and pests caused some damage. The estimated yield was 99 per cent of the last ten years' average.

Rabi crops.

The *rabi* crops occupy a pre-eminent place in Bihar but they are also important in Cuttack, Palamau and Hazaribagh. Owing to the heavy rainfall in the latter part of October timely sowing could not take place but the rainfall in December, January and February was on the whole favourable except in Shahabad district where the crops were damaged to a certain extent. The wheat crop was estimated at 99 per cent, spring oilseeds and castor at 98 and 96 per cent respectively and other *rabi* crops at 94 per cent of the past ten years' average.

Food stock and condition of the agricultural population.

At the end of the year the stock of foodgrains was reported to be generally sufficient except in the two districts of Saran and Palamau. All the main crops were better than in the previous year and the general condition of the agriculturists was satisfactory. In Palamau the condition of the labouring classes deteriorated owing to decreased local demand for labour and migration to the tea districts was therefore more brisk. In the Orissa districts of Puri and Balasore labour continued to migrate to Calcutta, Jamshedpur and Rangoon being attracted by prospects of higher wages.

The Provincial Agricultural Research Committee.

In pursuance of the recommendations of the Royal Commission on Agriculture a Provincial Research Committee, composed of officials and non-officials, was formed during the year which will act as a link between the local Government and the Imperial Council of Agricultural Research. Its functions are to advise the local Government on such schemes

and projects as are referred to it for opinion and to examine programmes of development and research. In the first meeting held in November, the Committee examined and recommended two research schemes for this province for rice and sugarcane research. The rice research scheme has been provisionally accepted by the Imperial Council of Agricultural Research and the sugarcane scheme has been finally accepted with modification after the close of the year. Necessary preliminary work on sugarcane research is now in progress.

Research and experiments.

Besides special experimental work on gram by the Economic Botanist and soil analysis on various farms by the chemical section the range farms continued to experiment on new crops with a view to test their suitability to the areas concerned. Investigations were also directed to the possibilities of reducing hand-labour by substituting interculture by bullocks and thereby reducing the cost of production. A good manure was obtained at Gaya by using vegetable refuse with a certain amount of cattle-dung and it remains now to popularize it by district propaganda. The slow emergence of results, which some people cavil at, is due to the fact that the field for experiment in this province is immensely widened by the range and diversity of soil and climatic conditions. There are at least seven broadly-marked tracts and even within them, local differences of considerable importance occur. Further the results to be of any general value must be such as can be adopted by the uneducated cultivator, working with very little capital on a small and scattered holding. There is also the obvious fact that crops, which are the subject of experiment, only come to the stage of comparative test once a year.

Agricultural engineering.

Well-boring and other engineering developments have formed an increasingly important part of the department's work since the appointment of an Agricultural Engineer in 1921. Improved water-lifts have been introduced which enable water for irrigation to be more economically lifted so that it is available in larger quantities. Larger borings with strainer tubes are being undertaken and power pumps installed. During the year there was a steady demand from the public for information on irrigation from tube-wells and for the services of the well-boring staff. No less than 238 small borings were successful out of a total number of 328 applications for open small borings. In some forty cases rock was met with close to the surface and in the absence of a rock-boring plant the work had to

be abandoned. The demand for *Rahat* water-lift designed by the engineering section continued and an obvious tribute to its popularity is that local foundries have taken up the sale and manufacture of this piece of machinery. In Bhagalpur district three tube-wells estimated to yield forty thousand gallons per hour were installed for the benefit of 250 acres of land. The economics of tube-well irrigation have not yet been worked out sufficiently well and more data is required on the proper rotation of crops and financial returns as well as to determine the possibility of eliminating waste.

The grant of rupees eight thousand given by Imperial Council of Agricultural Research is being utilized for experiments in small power-driven sugarcane-crushing mills the demand for which is likely to increase in future with increase in sugarcane area. There is ample room for improvement in the equipment of the Agricultural Engineer and the workshop and general store accommodation which is still very meagre.

Propaganda.

Propaganda regarding improved varieties of crops and implements was carried out in many places through the agency of *kamdars*. Over six thousand demonstrations of different kinds of crops, including *dahia* paddy, wheat, sugarcane, artificial manures and groundnuts were given. The department supplied 6,451 maunds of seed and 43,620 maunds of sugarcane sets. An interesting experiment is being made for the organization of registered seed-growers with the object of securing a uniform high standard of seed without any admixture of inferior stock. In the Chota Nagpur range, a maund of seed each was given free to selected cultivators and their cultivation closely supervised by *kamdars*. After harvest, the seed was used for propaganda purposes.

Departmental exhibits and demonstrations were arranged at a number of exhibitions and shows and improved seeds, manures, agricultural implements and machinery were demonstrated to a large number of interested villagers. It is intended to make larger use of exhibitions and fairs in future.

The grant of a lakh of rupees as permanent advance enabled the various range officers to make much-needed purchases of improved seeds and implements. Close contact was established with the co-operative department, the benefit of which cannot be over-estimated. The number of *kamdars* was increased. In North Bihar *kamdars* have been provided each with a pair of

bullocks, a cart and a set of implements. It is now possible for them to get into touch with agriculturists in remote areas who were formerly ignorant of the activities of the department. The *kamdar* has undoubtedly possibilities but too much optimism cannot be visualized as any great increase in the number of *kamdars* must go hand in hand with an increase in the superior staff.

Agricultural education.

The number of scholarships tenable at colleges outside the province—it has no agricultural college of its own—was raised during the year from two to four. The abolition of the Agricultural College at Sabour in 1922 on the recommendation of the Agricultural Committee left an undoubted gap which could not be viewed except as a sign of regression and for sometime the establishment of a suitable institution on right lines has been mooted. An officer was therefore deputed to work out a detailed scheme and his report has since been published. As soon as financial conditions permit it may be hoped that an agricultural college for the province will become a reality.

Achievements and progress.

The department has attained a fair measure of success in its activities. A beginning has been made with the scientific botanical research of the different varieties of rice in Bihar and Orissa. The importance of this needs no stress as rice is the most important crop in this province, covering an area of nearly fifteen million acres. The success of *dahia* rice affords room for encouragement and shows what a vast field there is for improvement for the rice crop in the province. The practice of growing a green manure crop prior to rice has spread at the instance of the department over a fairly large area.

After years of experiment, groundnut has been established in areas where it hardly paid to cultivate it before. A recent development has been the popularization of chemical manures, such as gypsum and ammonium sulphate. Manurial requirements differ in various parts of the province and no definite scale to cover all conditions is possible but interesting experiments have been conducted on farms so that proper advice is possible to growers.

Of greater importance is the improvement in sugarcane considering that the North Bihar factories produce nearly half the white sugar from cane in the whole of India. The earlier varieties namely Co. 213, 210, 214 have proved quite successful and have

given much heavier yield of sugar than local varieties and there is a possibility of even superior varieties being produced. The spread of Co. 213 in South Bihar has been phenomenal and has undoubtedly added to the agricultural wealth of the province.

The provision of suitable implements has also not been overlooked. Over two hundred tractors are reported to be working in North Bihar and the improved implements designed by the officers of the department have been found to be quite useful.

The introduction of improved seed and implements will have an immense effect on the countryside when the ultimate aim of opening a small farm in each subdivision becomes a reality. The extension of the activities of the department though necessarily on a somewhat restricted scale has been in the direction of this ideal.

The cattle census.

The fourth quinquennial cattle census of the province was held in January 1930 and followed the procedure of the previous census for enumeration. Owing to the difficulty of finding a literate agency for the collection of figures in Chota Nagpur, a fractional census had again to be conducted in the districts of Ranchi and Hazaribagh. The figures disclose an increase of about 2.8 per cent in the totals of buffaloes and oxen but the population of goats and sheep has slightly decreased from about 70 lakhs in 1925 to 68 lakhs in 1930 against a total of only 41 lakhs in 1920. There has been an appreciable rise in ploughs and carts which is an indication of the growing prosperity of the agricultural population.

Cattle-breeding.

The population of nearly twenty million cattle which exists in this province is far in excess of what can be adequately supported with the result that deterioration in quality continues. Cattle are generally well looked after when seasons are good and perforce neglected when seasons are bad but often no intelligent and reasonable care is taken of them at all. The state of the provincial finances rules out any comprehensive measures which might remedy the situation. Only the bare nucleus of an organization for cattle-breeding exists on the agricultural cattle and dairy farms and at Kanke the valuable breed of *Sahiwals* is maintained and experiments have also been started with some *Tharparkar* breeds obtained from Karachi. On the other cattle farms, the Hansi-Hissar types have been selected for experiment. The Sepaya farm carries a breeding stock of buffaloes. During the year the Veterinary Department

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assumed control of the Patna cattle-breeding and dairy farm and also looked after the breeding bulls maintained at the different veterinary hospitals. The most feasible line of live-stock improvement within the limited available resources appears to be to get pedigree herds of cattle maintained by the court of wards estates and other large private estates under the supervision of the Agricultural Department and to concentrate the distribution of their progeny in restricted areas. The elimination of scrub bulls by the recently introduced Burdizzo method was vigorously continued and 71,927 operations performed which is twice more than in the previous year.

Cattle-disease.

Rinderpest and hæmorrhagic septicæmia, both contagious diseases, were prevalent throughout the year and accounted for an abnormally high death-rate in Orissa. Fortunately foot-and-mouth disease did not assume very serious proportions except in Patna where also it was confined to Bankipore and a few adjoining villages. The total number of outbreaks in the province was reduced from 6,852 to 6,660 but deaths increased from 27,767 to 35,543. The veterinary staff gave help in 5,846 outbreaks. Although the outbreaks in the last few years have not varied greatly a disquieting feature has been that the mortality from contagious diseases has steadily gone up. The reasons for this phenomenon are being investigated.

Diagnosis of diseases was undertaken at the three range laboratories, the total number of specimens examined being 6,163 including blood smears, pus and skin scrapings, out of which positive results were obtained in 1,030 instances. Some experiments in the treatment of *Bursatti*, equine filariasis, were also carried out and an outbreak of Johne's disease and bovine contagious abortion was attended at the Monghyr dairy farm.

Preventive measures.

The total number of inoculations performed showed a slight decrease from 328,153 in 1928-29 to 324,032 in 1929-30. The decrease was marked in the Orissa range where 28,000 less inoculations were performed. The expenditure from Government sources on this count has rapidly mounted up in recent years as the following figures will show :—

	Rs.
1926-27	7,075
1927-28	10,505
1928-29	32,691
1929-30	78,638

Many of the local bodies have shown commendable keenness and enthusiasm for this work of preventive inoculation but their finances have been strained and there are obvious limits to the amount of assistance which Government is in a position to afford.

For rinderpest the " Serum Alone " method of protection was generally adopted ; though the " Serum Simultaneous " method which has the advantage of conferring longer immunity was also tried for the first time in one centre. There are however practical difficulties to be overcome for its extensive adoption.

Veterinary hospitals.

There was an increase of 6,761 patients treated at the hospitals. The number of fresh cases handled by the touring veterinary assistant surgeons was also considerably more than in the previous year and in particular there was a large increase in the number of castrations performed. The finances of the district boards did not permit of any expansion in the number of dispensaries and there was a noticeable tendency to restrict expenditure on the veterinary staff.

The Veterinary College.

The buildings of the new veterinary college were completed during the year at a cost of about Rs. 8 lakhs including water-supply and electric installation. Actual work was started in July 1930 with some 56 students including the students from Bihar and Orissa studying in the Bengal Veterinary College who were recalled. The difficulties previously experienced in recruiting the superior staff were overcome and post of the principal was filled up by securing the services of an Indian Veterinary Service officer from Bengal. Well-qualified and experienced officers were also appointed to the other posts. The province now is well equipped to undertake higher veterinary training and it is to be hoped that full advantage will be taken of the facilities offered. In particular it is hoped that the local bodies will increase their staff of veterinary assistant surgeons so that the problem of veterinary relief in the mufassal can be adequately tackled and that they will also encourage admissions to the college by the grant of stipends.

Prevention of cruelty to animals.

The Bihar and Orissa society for the prevention of cruelty to animals continued to do good work and more than a thousand cases were sent up under the Prevention of Cruelty to Animals Act, the majority of which ended in conviction. Public enlightenment has been slow in coming but useful propaganda

has been done to ensure the support of responsible public opinion. The municipalities of the province however do not yet seem to have succeeded in effecting improvements in respect of ponies employed for hackney carriages and *ekkas*.

The department was represented at the various provincial horse and cattle fairs. At Sonepur an outbreak of foot-and-mouth disease which might have caused serious damage was detected and stopped in time and at other places also a good deal of useful work was done.

Progress of the Co-operative movement.

The movement which started in a small way in the first years of the century has expanded considerably and permeated the length and breadth of the province. The following table gives an idea of the development since the creation of the province :—

	1912-13.	1920-21.	1929 (calendar year.)
1	2	3	4
1. Number of societies ..	573	3,458	9,053
2. Total number of members..	21,225	107,514	261,228
3. Working capital ..	Rs. 9,39,142	Rs. 57,86,460	Rs. 2,79,80,848
4. Reserve	Rs. 75,698	Rs. 7,34.732	Rs. 34,11,734
5. Expenditure by Government	Not known	Rs. 1,48,000	Rs. 3,67,046 (for the financial year 1929-30.)
6. Expenditure by members ..	Rs. 4,039	Rs. 64,414	Rs. 2,35,070

The total number of societies of every description was 9,317 as against 9,188 in the preceding year and deliberate restriction was placed on the numerical expansion of societies in pursuance of the policy of consolidation and introspection. It was found that in previous years new societies had come into being mainly to supply the need of local credit but their members hardly understood or even took the trouble to learn the rudiments of co-operation so that deterioration and stagnation did not take long to set in. The

ever-increasing number of such societies raised a problem of the first magnitude and it was felt that the more important aspects of sound organization were being overlooked. Little attention was paid to better training and supervision of the members who composed the societies. Superfluous deposits increased and no stock of security against outstanding loans was taken. Some of the very worst societies which should have been eliminated without loss of time remained or rather emerged and set an evil example to others. The process of reform was started three years ago but was hampered by lack of departmental staff and competent honorary workers and the ignorance of the vast majority of the members. But it made some headway and better results are beginning to emerge.

The statement below gives comparative figures of the percentages of different class of societies :—

Class.	1928	1929
1	2	3
A (Model)	5·2	5·4
B (Good)	15·7	16·6
C (Average)	68·4	68·0
D (Bad)	8·4	7·9
E (Hopeless)	2·3	2·1

It will be seen that the number of model and good societies has increased by 1.1 per cent. while the bad and hopeless societies have decreased by 0.7 per cent. The decline in repayment of loans by societies to central banks is still serious and is a stumbling block to any real improvement. During the year the percentage fell from 64.9 to 58.9. One bank had a miserable collection of 6.5 per cent.

The Provincial Banks.

The apex bank continued to show steady progress and its working capital also increased and now stands at Rs. 73,51,000. A large portion of

its deposits are held by the central banks. It showed increased profits which might have been larger but with a view to help the co-operative movement as a whole a reduction from 8.0 to 6 per cent or 7 per cent according to circumstances was effected in the lending rate.

Central Banks.

The working capital of the central banks increased by Rs. 1,43,000 and stood at Rs. 22,878,176. The increase was small because numerical expansion was deliberately limited and two of the old banks, Bettiah Central and Bhagalpur Weavers' had to be closed. The total deposits at the end of 1929 amounted to Rs. 153 lakhs, an increase of half a lakh over the previous year's figure. The necessity in their own financial interest of caution in accepting fresh deposits appears to have been more generally recognized. During the year the rates of interest were reduced in a large majority of banks, the average prevailing rate being 6 per cent. In spite of this however applications for deposits continued to pour in which goes to show that this policy has not rendered them unpopular but has enhanced their reputation and credit. Although there was an increase of only a lakh of rupees in the working capital, the profits of the central banks increased by nearly Rs. 1½ lakhs and only one bank worked at a loss for reasons which were mainly accidental. Mention has been made above of perceptible deterioration in collections from societies. This constitutes a serious menace to the healthy development and progress of the banks. Owing to the large number of societies which had to be liquidated the experiment of appointing whole-time liquidators from the ranks of bank managers and local auditors was extended. Collection in liquidation cases is mainly done through certificate procedure but invariably the worst cases entail a good deal of litigation and consequent delay.

It may be said that in spite of instances of gross laxity of supervision and control, the sense of responsibility is gradually dawning and prejudice against elimination of moribund and unhealthy societies is on the wane.

To encourage savings deposits in primary societies the *muthia* system and the home safe boxes were encouraged and welcome instances were forthcoming where co-operative societies have utilized their influence to control lavish expenditure over ceremonials. The influence of societies in curbing litigation and encouraging members to settle disputes among themselves was

also noticeable in many cases. Over six hundred cases, in which members of societies were involved, were withdrawn or settled out of court.

Nor have the central banks been negligent in promoting agricultural improvements by popularizing improved seeds, implements and manures and by carrying on propaganda and demonstration, though on a limited scale. The use of chemical fertilizers has been also encouraged. Efforts towards land improvement, laudable as they are, lack in a well-defined programme or policy and depend upon occasional spurts which limit the scope of their usefulness.

Encouragement in primary education was also afforded by most of the banks, a notable example being that of the Kujang central union where help was given to a girls' primary school and the daughter of the *Sirpunch* volunteered for teaching work. The promotion of medical relief and sanitation however did not receive equal attention though some free distribution of medicines and disinfection of wells was undertaken during epidemics. Very little work has also been done for the systematic introduction of cottage industries in primary societies as an occupation during slack seasons and in leisure hours. The rearing of eri-silkworms and the spinning of cotton threads are the only two things which appear to have received some attention. The possibilities of introducing cottage industries are so vast that it is to be hoped that greater advantage will be taken of these in future.

Guarantee unions and agricultural societies.

There was a further decrease in the number of guarantee unions and it very much looks as if they have generally proved failures. Progress in agricultural societies was somewhat limited and although the working capital increased by about five and a half lakhs of rupees the profits decreased by rupees eleven thousand. The reserve fund however showed a satisfactory increase and the policy of more cautious and restrained financing was evident by decrease in the amount of loans. It was regrettable that all the agricultural sale societies except one went into liquidation; the number of purchase and sale societies remained stationary and a dairy society ran into loss.

Non-agricultural societies.

At the end of the year 79 societies with limited liability were working as against 77 societies in the previous year. Profits in relation to the working capital showed a slight decrease and deposits were also

slightly less with a few exceptions. The working of this class of societies called for no comment.

The twenty-two societies amongst the employees of the Tata Iron and Steel Company, Jamshedpur, are outstanding examples of efficiency and good work. The artisans' and traders' societies also worked satisfactorily and reported an increase in the number of their members but five out of the six bell-metal societies in Cuttack had to suffer loss. The main causes of failure are the difficulty of finding suitable wholesale markets, the strong competition of big rival merchants and the disloyalty of members. The fishermen societies most of whom are centred round the Chilka coast showed no improvement.

The Federation.

The Co-operative Federation continued to do good work. Its most notable achievement during the year was the establishment of a co-operative training institute at Sabour and a training school at Cuttack. The temporary training classes which had hitherto been held for a few months in the year were unsatisfactory and the creation of these permanent institutes has therefore supplied a long-felt want. In Sabour two standards of training have been provided, the senior class consisting of auditors and managers and the junior of other classes of probationers in addition to a refresher course.

Practical results and possibilities.

Hasty organization and impatient enthusiasm have been the root causes of stagnation and decay in the co-operative movement. The process of consolidation and introspection which began in 1927 is however now beginning to show results. There is plenty of enthusiasm and public confidence in the movement continues unabated. By judicious harnessing of public sympathy the movement should soon find itself well established on the road of real prosperity and progress.

The Provincial Banking Enquiry Committee.

Under orders of the Government of India the Bihar and Orissa Provincial Banking Enquiry Committee with Mr. J. A. Hubback, I.C.S., as Chairman and Mr. H. R. Batheja, I.E.S., as Secretary, held sittings during the year and submitted a comprehensive report after its close. Its investigations were based on intensive rural and urban enquiries conducted in selected centres, supplemented by information supplied in response to special questionnaires in English, Hindi, Oriya, Urdu and Bengali languages to varied classes including villagers, students, honorary workers, central

co-operative and joint stock companies and officials of various departments like Industries, Agriculture, Income-tax, etc.

The Committee examined the problem of rural-borrowing and resulting indebtedness, the system of marketing rural products, the supply of credit for commerce and minor industries and the organization of remittances. In particular the part played by co-operation as a banking system and its future prospects were reviewed. The facilities for investment, the indigenous methods of finance and the manner in which savings are used also came in for examination.

Amongst the conclusions arrived by the Committee are that credit is imperfectly organized and rural indebtedness with the high rates of interest has assumed serious proportions and while organized banking of the western type is undeveloped, such banking as exists plays little part in assisting agriculture or other industries. In their opinion co-operation has played a successful part as a banking agency and its defects are remediable; the chief problem confronting it is the separation of long-term credit from short-term credit. The estimate of indebtedness shows that out of 155 crores of rupees the burden of no less than 129 crores of rupees is borne by the ordinary cultivator. By way of interest charges alone the cultivators of Orissa pay annually a crore and a half, those of Chota Nagpur five crores of rupees and those of Bihar 20 crores of rupees.

Its most important recommendations are in favour of the creation of an advisory board for the Registrar of Co-operative Societies, the setting up of a class of registered *mahajans* and land mortgage banks for helping the short and long-term needs of the zamindars, the creation of licensed ware-house receipts to improve the documentary backing of *hundis* and other credit instruments, the linking of money-lenders and shroffs with a view to organize a single money-market, the extension of post office savings banks and the issue of special *streedhan* gold certificates to bring out the hoarded wealth of India. The most notable recommendation of the Committee however is the one suggesting the creation of a banking council which may also serve the purpose of a board of economic studies somewhat on the model of that working in the Punjab.

CHAPTER XI.

Commerce and Industry.

Industrial centres.

Although the population of Bihar and Orissa is predominantly agricultural and even the majority of the industrial population live by small-scale industries, those engaged in large-scale industries by no means form a negligible proportion. In the district of Singhbhum the Tata Iron and Steel Works and subsidiary companies afford employment to half a lakh of men, the labour force being for the most part permanent. Another concentrated industrial centre is the East Indian Railway workshop at Jamalpur in Monghyr district where some 12,000 persons are employed. About five miles from Jamalpur is the Peninsular Tobacco Factory which employs about 2,000 men. In these areas also the labour-force is permanent and the bulk of it is recruited from the neighbouring villages among the small cultivators and landless labourers. It is coal-mining, which however, is the most important industry absorbing as it does over a lakh of persons. The coal-mines are scattered over a large area centred round Jharia in Manbhum district, now much the most important coalfield in India, and again near Ramgarh and Giridih in the Hazaribagh district besides small groups in Sambalpur and Palamau. There are other mining enterprises such as iron-ore deposits in Mayurbhunj and Singhbhum; copper in Singhbhum and mica in Gaya and Hazaribagh districts. The general labour force of the railways (four of which, viz. the East Indian Railway, Bengal Nagpur Railway, Bengal and North-Western Railway and the Eastern Bengal Railway operate in the province) is scattered throughout the province.

Coal.

In the majority of coal-mines the seams run up to the surface and even where these are worked out, the second seam does not lie very far below. The use of coal-getting machinery is increasing but pick-work and blasting are still the most common methods. The mines are laid out in squares and the roofs are supported by huge pillars of coal. When the seam or working is coming to an end these pillars are gradually reduced, their place being taken by wooden props when the limit of safety has been reached. These props are not for permanent use; their purpose is to facilitate the extraction of the

last of the coal and to show by their bending when the roof is becoming unsafe. Then the working is barred off and sooner or later it falls in. The Jharia region is full of such subsidences that may ultimately under re-afforestation and cultivation add to its picturesqueness but at present only give a feeling of strangeness and desolation. The labour in coal-mines is recruited chiefly from the hill and forest tribes of Chota Nagpur, the Santalis being the favourites. A few of these folks live permanently near their work, but this practically only happens when they can secure land and carry on agriculture as well as mining. Others come in groups sometimes for weeks and months, sometimes for days only, earn enough for their immediate cash requirements and return at once to their own villages.

The total amount of coal raised during 1929 was over 15 million tons—out of a record output of a little over 22 million tons for the whole of India. This was three lakhs more tons than in the previous year. The Jharia coalfield was responsible as usual for the majority of the output; in the Giridih coalfields a small decline was recorded. The market recovered slightly towards the beginning of 1929 from the slump from which the coal trade had suffered in the previous year and the improvement was maintained for the rest of the period. The agreement arrived at between the leading producers of coal not to sell at uneconomic prices and the increased demand both for export and for use on the Indian railways were factors responsible for the improved tone of the market.

The supply of labour was sufficient except during the ploughing and harvesting seasons and wages remained at the previous level. The death-rate in the coal-mines was somewhat heavier than in the previous year mainly due to the prevalence of smallpox and cholera. By a Government notification the employment of women underground in coal-mines was prohibited and this important reform took effect from 1st July 1929.

Iron-ore.

In Singhbhum and other parts of Bihar and Orissa India possesses reserves of iron-ore which will compare in quality and quantity with almost any other country in the world, and in the price at which pig-iron can be produced the Indian steel industry has a distinct advantage over other countries. The Tata Iron and Steel Works are the most important producers of steel in India. Because of the protection granted to them the Company has been able to improve its position in spite of difficult conditions. In respect of coking coal the

position is not equally happy as the quantity is limited and the quality inferior. This however is no handicap as the coal though inferior is cheap. All the three iron-melting establishments have their own ore mines, limestone and dolomite quarries and collieries and there is nowhere a raw material haulage from a great distance. All the circumstances point to the ultimate establishment of a self-reliant steel industry in India and there is a splendid future for the industry provided a progressive policy is pursued by those controlling it. Up to 1924 the Tata Iron and Steel Company produced only light heavy rails, structurals, fishplates and bars, but now it produces in addition, plates, tin bars, galvanized black sheets and steel sleepers. They employ a labour force of nearly 30,000. The workmen come from all over India; in the mechanical work the Sikhs from the Punjab predominate but the aboriginal tribes have proved invaluable for some processes of straightening and testing. Tatanagar was founded in wilderness and a beautiful little city has been built near it to house a large proportion of the workers; rents are from one rupee a month upwards but are 30 to 60 per cent. below the ordinary economic rent.

Of the subsidiary industries the Tinplate industry is flourishing. It was started as the result of co-operation between the Tata Iron and Steel Company and the Burma Oil Company. The industry was for a long time almost a preserve of South Wales and it was feared that the climatic conditions and inadequacy of skilled labourers would militate against the establishment of the industry in India. But the difficulties have been overcome and the industry now provides a notable illustration of the industrial progress attainable within a comparatively short period under a policy of discriminating protection.

Mica, Copper and other minerals.

In the total output of mica of 49,437 cwts. the province was responsible for 39,161 cwts. In the Hazaribagh mica fields the old mines were generally reopened in preference to exploiting new surface outcrops as apparently previous workers have seldom penetrated beyond a hundred feet or exhausted the productive vein. There was a brisk demand for mica throughout the year with the result that its price also went up. The question of legislation to prevent the theft and illicit working of mica was revived and a revised Bill was introduced in the Bihar and Orissa Legislative Council during the year and has since been passed as the Bihar and Orissa Mica Act (Act I of 1930).

The output of copper ore was 76,831 tons—four times that of the previous year. The whole of the production came from the Mosaboni mine in the Singhbhum district.

Other minerals produced in this province with their output in 1929 are given below :—

Manganese ore	22,698 tons.
Chromite ore	3,149 tons.
Steatite	349 tons.
Slate	48,099 tons.
Limestone	269,388 tons.
Stone (chiefly igneous rock and quartzite) ...	412,067 tons.
Gravel	6,994 tons.
Murum	2,883 tons.
Sandstone	22,664 tons.
Fireclay	17,224 tons.
China-clay	9,418 tons.
Kyanite	3,616 tons.

Factories.

The number of factories actually working in 1929 was 303 against 261 in 1928. Amongst the newly registered factories, rice mills formed the greater proportion. There was an increase also in the number of persons employed; 68,726 against 61,800 employees in 1928. As a result of persistent efforts made by Factory Inspectors in the last few years greater attention was paid to the rules regarding ventilation and lighting arrangements. Provision of sanitary accommodation also improved and progress was made in the style of fencing, the laxity in which has hitherto contributed in no small measure for the number of accidents. The number of fatal accidents decreased from 43 to 21, a record figure since 1923; but accidents as a whole increased from 1,849 in 1928 to 2,163 in 1929.

The decline in the number of women employed noticed in previous years did not continue but less children were employed than in 1928 and their ratio to adult workers was roughly 1 to 88.

The revised Bihar and Orissa Factories Rules came into operation during the year. These provide for the reporting of dangerous occurrences and for frequent testing of machinery which is likely to prove unsafe so that incipient dangers before they lead to actual accidents are more easily brought to light. The staff for factory inspections which has consisted of a Chief Inspector and two Inspectors, for the Northern and Southern Circles into which the province is divided, was strengthened during the year

by the appointment of one more Inspector. In addition, in certain places, the Subdivisional Officers were appointed as Additional Inspectors of Factories. These appointments should enable easier detections regarding evasions of the law relating to hours of labour and weekly holidays, which unfortunately appear to be generally prevalent. It is possible for the Subdivisional Officers to hold surprise inspections at which the usual special preparations have not been made in advance, which the regular Inspectors found difficult to conduct as their movements were invariably known beforehand. Besides, by these arrangements a more permanent agency would be on the spot to see that the proposals and suggestions of the regular Inspector are duly carried out. The tendency too often in the past was to neglect everything until the next periodical inspection of the Inspector.

The Department of Industries.

The Department of Industries has undergone considerable expansion in recent years during the post-Reform period. Besides controlling technical and industrial education, the activities of the department comprise experimental and propaganda work for the improvement of industrial methods in the province and these may be roughly divided into four branches, viz. (1) Textile, (2) Engineering, (3) State aid and (4) Fisheries. For the purposes of advising the Director on matters relating to technical education and the working of the department a Board of Industries consisting of 20 members, the majority of whom represent industrial interests, was created in 1921 and upon it also devolve statutory powers of an advisory nature under the State Aid to Industries Act.

Since the inception of the Reforms the cost incurred upon it has increased from Rs. 2,01,000 in 1920-21 to Rs. 9,42,000 in 1928-29 and Rs. 10,34,000 in the present year; while receipts have similarly increased from Rs. 5,000 to Rs. 2,39,000 and Rs. 3,13,000 respectively. In the year under review the increase in cost was due to additional expenditure on the Bihar College of Engineering and on the purdah section of the Cottage Industries Institute, while increased receipts were due to large sales of textiles and purdahs.

Technical and Industrial education.

The total number of institutions offering industrial training and technical education in the province increased from 26 to 28. The wide range and variety of subjects covered by them is a noteworthy feature. Training is provided in Civil and Mechanical Engineering, Mining, Tanning, Printing, Book-binding, Industrial

Chemistry and Metallurgy as well as in handicrafts of many descriptions. Besides this, stipends for courses not available in the province were given. Such stipends varying in value from Rs. 15 to Rs. 50 numbered fifteen during the year and were given for training in textile engineering, poultry-farming, and applied and commercial arts. Three scholarships were also awarded for study abroad of paper and woollen technology and electrical engineering and a short-term scholarship was sanctioned for the following year for the training abroad of genuine industrialists.

But although there has been considerable improvement towards equipping and fitting the youth of this province so that they may hold their own in the industrial field the important problem of co-ordinating the courses of instruction and the training provided by private and Government technical institutes with provincial industries still remains to be solved. With the exception of the Tata Iron and Steel Company, Limited, Jamshedpur, and the East Indian Railway workshops at Jamalpur none of the other large-scale industrial concerns cared to initiate a technical education scheme of their own or evinced any desire for co-operating with the schemes provided by Government. This resulted in the break-down of the " Mechanical Apprentice " course which was introduced a few years ago at the Bihar College of Engineering and the technical institutions at Cuttack, Ranchi and Muzaffarpur. In its place an improved artisan course has been substituted which will not depend on the co-operation offered by private firms but will take advantage of whatever co-operation is offered. The aim is to impart a high standard of training in institutional workshops and generally raise the level of all artisans.

The evolution of a systematic plan whereby those possessing aptitude for industrial education can be properly guided and assured of a proper training and subsequent employment is a desideratum which will take time to mature. But meanwhile the activities of the four institutions, viz. the Bihar College of Engineering and the Orissa School of Engineering and the two technical institutions at Tirhut and Ranchi are being guided by a common aim and policy.

Graduates of the Bihar College of Engineering suffer from an unfortunate handicap inasmuch as the degree is not yet recognized by the Institute of Engineers (India) and this debars them from meeting students from other universities in competitive examinations. The report of the University Inspectors including a nominee appointed by the Institute of Engineers (India) was

in favour of the degree being recognized but the stigma of inferiority has not yet been removed. Further delay, it is feared, will affect a number of deserving students from this province very adversely.

The Orissa School of Engineering has been passing through unsettled conditions. The conviction of the late Principal for embezzlement and the non-appointment of a permanent successor led to laxity of discipline and a partial strike but owing to timely handling of the situation no permanent set-back was caused. In the Tirhut Technical Institute a beginning was made in vernacular teaching of technology and the experiment promises to be successful.

A sum of Rs. 58,549 was spent by Government on grant-in-aid to technical institutions alone, the most prominent amongst which are the technical institutes at Jamshedpur and Jamalpur and the Boys' Industrial School at Balasore. The extent of the advance made in the last ten years can be judged from the fact that when the department came into existence the total expenditure incurred by Government on all institutions did not exceed the figure for grant-in-aid at present. The introduction of vernacular as the medium of instruction in the Technical night school at Jamshedpur was further developed and at Jamalpur it has been proposed to send up boys for the examination conducted on behalf of the City and Guilds of London Technological Institute. This should furnish interesting and instructive results regarding standards.

Training of artisans.

The training of artisans continued to be provided at the Cottage Industries at Patna, the Silk Institute at Bhagalpur, the Wool Weaving Institute at Gaya, the half-time Weaving School at Bihar Sharif, the Industrial School at Phulbani and other aided private institutions. The training imparted under commercial conditions in the first three institutes while mainly of a practical nature includes lessons in drawing and theory in the practice of the trade. In the half-time Weaving School of Bihar Sharif in which an interesting experiment is being tried, general education of the upper primary and middle school standard is imparted side by side with vocational training in hand-weaving for a period of four years. Hitherto the invariable results of purely literary education have been that youngsters dislike their traditional occupations and instead of employing themselves usefully, only swell the number of the discontented unemployed. It is only by a happy combination and co-ordination of literacy and

The Cottage Industries Stall at Olympia, 1930.

vocational training that an increase both in literacy and earning capacity will be achieved. This school is a small beginning in that direction.

Cottage industries.

Besides training artisans and weavers in cottage industries at Government institutes, the introduction of improved appliances among them by peripatetic or stationary demonstrations and the introduction of improvements in the trade organizations of such industries constitutes an important part of the activities of the department. During the year a little over a lakh of rupees was spent on demonstrations and educational institutions. The question of inducing the cottage worker to use labour-saving appliances so that his output is increased and drudgery decreased leaving full scope for industrial skill and craftsmanship has not been lost sight of but without organized effort entailing considerable expenditure tangible results can hardly be expected to accrue. The Cottage Industries Institute, Gulzarbagh, has played no mean part in reviving and enriching the useful handicrafts of the province, particularly hand-made fabrics. Its working continued to be satisfactory in spite of the fact that for a greater portion of the year the Institute was without a permanent Superintendent. The total sale-proceeds amounted to Rs. 1,77,120 against Rs. 1,32,401 last year. The net cost of running the Institute was Rs. 24,401 only. The purdah-making section registered further expansion, the London Agent alone selling goods worth over Rs. 90,000. The agency started in New Zealand also made a good beginning. As a result of participation by the department in the British Empire Exhibition of 1924 and 1925 and the British Industries Fair held in London since then, Bihar purdahs and silks are now sold in America and on the continent and can be seen even in high class drapery stores. The quality and individuality of the woven textiles has won appreciation in many foreign parts and the demand has been steadily increasing. The new patterns in purdahs and bedspreads designed by Miss M. Mcleish who was temporarily engaged by the department as a designer gained approbation everywhere for their range of variety and discriminating taste. During her stay of little over six months Miss Mcleish added 59 new designs.

The Bhagalpur Silk Institute and the Wool Weaving Institute at Gaya continued to show satisfactory results. The hand-printing of silks and weaving of eri-fabrics was further developed with encouraging results. In view of the large amount of business transacted, the system of commercial audit and accounts was introduced in the three important institutes producing manufactured

goods for sale, viz. the Cottage Industries Institute, the Silk Institute and the Wool Weaving Institute.

Weaving and dyeing.

Hand-weaving forms an important industry both in respect of the value of output and the number of persons actually supported by it. It is estimated that 160,000 hand-looms in the province are responsible for an output of nearly four crores worth of textiles and supply one-third of the requirements of the people in respect of clothing. Although owing to the reluctance to practise advanced forms of technique the cottage workers in Bihar and Orissa have a lot of leeway to make up consistent efforts have been made to improve their efficiency and output with a view to enable them to face competition from organized factory production.

The weaving and dyeing demonstration parties, whose work goes hand in hand continued their useful activities during the year. They respectively visited 524 and 833 new villages. It is encouraging to find that as a result of these visits improved shuttle looms with labour-saving devices are being increasingly adopted and the villager is also beginning to distinguish which amongst the mass of chemical dyes with which the market is flooded are suitable for his use. Advantage was taken of fairs and exhibitions to demonstrate improved weaving appliances and the products of the Cottage Industries Institute. At the Bihta Exhibition which was visited by His Excellency the Governor, the department had two big stalls. Later in the year an exhibition of art textile goods was organized by the department at Patna and the exhibits shown were widely admired. These efforts, commendable in themselves, are still in their infancy and sometime must elapse before the results are widely appreciated.

No remarkable progress was made in eri-weaving though the industry has undoubted possibilities and the initial response in Orissa has been quite encouraging. Demonstrations of rearing and spinning were carried out in the primary schools of Orissa. The seed station at Netarhat was brought into existence but the site available does not appear to be entirely suitable. The possibility of supplying disease-free seed eggs to eri-rearers in the province has therefore still to be explored.

The present position in the textile branch of the department's activities is that its success on the commercial side is proving rather embarrassing. It is not the policy of Government to engage in large-scale socialistic enterprise as the more successful such

enterprise is, the more certain it is that it will be ultimately overwhelmed by private competition. A very limited amount of commercial production is a desirable feature of technical education, but the main function of the department is and ought to remain educational. Having demonstrated the possibility of cottage production of textiles and their marketing at a profit, in the English and other foreign markets, the department's future activities will be in the direction of improving technique and training workers; not in increasing the volume of its commercial work.

Engineering.

The function of this branch is the selection of proper plant and machinery for the small industrialists and the supervision of the work of erection if called upon to do so. Systematic inspection, for which a nominal fee is charged is also undertaken. During the last seven years 60 new installations covering a large range of industries and valued approximately at ten lakhs of rupees have been erected. The progressive increase in fees is an indication that the utility of this branch of service is being appreciated.

State aid.

This was the sixth year of the operation of the State Aid to Industries Act. During this period out of one hundred applications valued at Rs. 39,17,847, thirty-eight valued at Rs. 13,38,176 were sanctioned but the actual sum availed of only amounted to Rs. 8,25,715.

The Puri Match Industries Company and the Bengal (Fruit) Preserving Company of Muzaffarpur failed to pay their dues in time and State aid was in consequence withdrawn. The properties of the Vishwa Karma Mills, Limited, were sold by public auction. It is unfortunate that most of the big ventures to which State aid has been given in the last few years have not proved very successful. It has to be admitted that the State Aid to Industries Act is far from realizing what was hoped from it, and that much if not most of the grants have been lost not only to the State but to industry generally. The succession of failures has probably done a great deal of harm in discouraging private industry. Undertakings by persons with no knowledge or experience of manufacture have been recklessly financed, because the loss was the loss of the State and not of the enterprise. It is for very serious consideration whether such State aid should not in future be rigidly limited to cases which provide ample collateral security.

Even under private enterprise where people risk their own money, the percentage of failures is well over 50 per cent. It is

hardly surprising that where the risk is of State money only the percentage of failures should approximate one hundred. In financing cottage industries also, which supply a large part of the need for manufactured goods, and which are equally subject along with large-scale industries to foreign competition, certain difficulties have been experienced. The facts that they are scattered, unorganized and in most cases antiquated and often unable to offer the required security though establishing a case for their modernisation and improvement show that their financing is no easy problem. The subject of industrial finance was investigated during the year by the Provincial Banking Enquiry Committee and the report of the Central Banking Enquiry Committee is now being awaited.

Fisheries.

The export of fish by rail further increased from 84,658 maunds in the previous year to 114,220 maunds. As usual the greater part of the increase was due to increased exports from the Chilka lake. The arrangements for the supply of carp fry for tank culture were further improved with the result that 250,500 fry was sold during the year as against 228,500 in 1928-29. Although the scheme of research proposed by the Director of Fisheries, Madras, after his survey in 1928 had to be abandoned on financial grounds, yet within modest scope several problems of practical value were tackled and the proposed acquisition of a larger stocking tank for the brood-fish at Ghatsila should enable a modicum of research to be continued. This, though one of the smallest of the department's activities, is also one of the most promising. There seems little doubt that it might be greatly and profitably extended.

APPENDIX I.

A short summary of the Administration of Bihar and Orissa in 1930.

Changes in Administration.

This year again there were several changes in the personnel of the Government. His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S., assumed charge as acting Governor of the presidency of Fort William in Bengal from the afternoon of 5th June. During his absence the Hon'ble Mr. J. D. Sifton, C.S.I., C.I.E., I.C.S., officiated for him and the Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E., became vice-president of the Council, while Mr. H. K. Briscoe, C.I.E., I.C.S., Chief Secretary to Government, was appointed a temporary member of the Executive Council. Sir Hugh Stephenson resumed the Governorship of the province on the 21st September and the Hon'ble Mr. J. D. Sifton reverted as vice-president of the Executive Council while Mr. H. K. Briscoe proceeded on leave.

On the transferred side the Hon'ble Sir Saiyid Muhammad Fakhr-ud-din and the Hon'ble Sir Ganesh Datta Singh continued to hold office as Ministers in charge of their respective portfolios of Education and Local Self-Government until 12th November when they tendered their resignations. After the general election had been completed both were re-appointed to their former portfolios by His Excellency the Governor.

Labour Commission and Conferences.

The Royal Commission on Labour paid two visits to the province during the year by visiting Jamshedpur and the colliery fields in Giridih and Dhanbad. Towards the close of the year the Drugs Enquiry Committee also examined witnesses at Patna. The selection of Patna as a venue for the holding of the All-India Oriental Conference and for the sittings of the Indian Historical Records Commission, in connection with which a most interesting exhibition of historical paintings and documents was held, also deserves passing notice. These gatherings gave a much-needed stimulus to the intellectual activities of the province and incidentally showed that Patna with its young but flourishing University was assuming its rightful place as one of the premier seats of learning in India.

Labour unrest.

In spite of the political unrest the year was wholly free from any serious strike. Two petty strikes occurred; the first in the collieries of the East Indian Railway at Giridih, which was due to alleged dissatisfaction with wages and the contract coal raising system, began on 1st February 1930 and was concluded on 20th February 1930 after promises had been given for an impartial investigation into the grievances. The second in the Kargali colliery, Bermo, in May was a very short-lived affair and was largely due to the political activities of certain local agitators. At Jamshedpur, there was continued rivalry between the two labour organisations, the Federation under Mr. Homi, and the Association which sought to enlist the services of Mr. Subhas Chandra Bose. The latter boycotted the Whitley Commission but the former had their case represented to it by Mr. Homi. Later in the year Mr. Homi was convicted on two criminal charges, for intimidation and rioting and further charges are pending against him. The Federation is thus deprived of its leader and is also short of funds; the Association is also short of funds and thus neither body is capable of effective action. Reduction of work at the Tata Iron and Steel Company and also at the Tinplate Company caused no trouble among the employees. Towards the close of the year, His Excellency the Viceroy paid a visit to Jamshedpur on his way to Calcutta and met with a cordial reception on the part of the workers.

Start of Civil Disobedience Movement.

The Civil Disobedience Movement may be said to date back to the meeting of the Indian National Congress in December 1929, though the way for it had been paved beforehand by constant propaganda both in the Press and on the platform. Representatives of Bihar and Orissa did not take a prominent part in the Congress but following the lead given, the provincial committee met in the third week of January to frame a programme for carrying into effect the "Independence" resolution passed by the parent body. Members of the Swaraj party of the Legislative Council promptly resigned their seats but fresh candidates readily came forward to take their places. The attempts to celebrate Independence Day on January 26th fell flat, the general public being apathetic and the Congress supporters being not yet sufficiently sure of their ground to push the movement.

During the first three months of the year there were few outward manifestations of Congress activity and the supporters of the movement were occupied with the work of organisation.

Babu Rajendra Prashad early in March in a speech at Patna reviewed the possible lines of civil disobedience and favoured an attack on the always unpopular chaukidari-tax and rejected the idea of stirring up the salt workers of Bihar to break the law. An ex-Member of the Legislative Assembly and an ex-Member of the Legislative Council started an agitation amongst the Santals in Hazaribagh but this attempt was temporarily checked by their arrest. In Manbhum also action had to be taken against some of the principal agitators. From Orissa there were rumours of a campaign for starting illicit manufacture of salt on the sea shore but Bihar itself was comparatively quiet, the cultivators being busily occupied in harvesting an excellent *rabi* crop.

The Salt Campaign.

In April Pandit Jawahir Lal Nehru made a lightning tour through North Bihar and this was quickly followed by the campaign to break the Salt laws which was most widespread in the districts of Champaran and Saran in North Bihar and in Balasore in Orissa. Though carried out only on a small scale, these spectacular attempts excited considerable attention and judging by the subsequent history of these districts did achieve some success in creating in the minds of the people contempt for law and a spirit of defiance to authority. In Balasore the campaign was pushed more energetically than in Bihar. Volunteers assembled here from many districts and spread their operations over a wide field. For this reason and also because of the difficulties of communications the police were hampered in dealing wth the movement, which received more support than in other districts from the local inhabitants, partly no doubt through dislike of the statutory prohibition of the old Orissa industry of salt-making and partly because in this area manufacture on a comparatively large scale was practicable. The arrest of the leaders, however, quickly disorganised the campaign which by the middle of May was practically dead in Bihar but was still being carried on with some vigour in Balasore where on two occasions processions of about 500 persons were intercepted bringing contraband salt into the town.

During the progress of the salt campaign, the police were continually harassed in carrying out their duties. In Orissa false reports were circulated about the brutality of the police towards the Satyagrahis, and both here and in Bihar supplies and transport were frequently withheld from them. Attempts were also made in some cases with temporary success to induce village chaukidars to resign.

In Patna City civil disobedience took a different form of taking unlicensed processions through the town in contravention of the police rules. The employment of police and in particular of mounted military police to break up these processions lead to a flood of abuse being hurled at the police and the holding of large meetings attended not merely by active supporters of the Congress to condemn their "atrocities." The agitation was carefully organised and skilfully stage-managed, stretchers and cameras being kept in close support of the volunteers sent up to oppose the police.

The Press Ordinance.

The Press, as before, gave prominence to false and exaggerated reports of police activities but the promulgation of the Press Ordinance at the end of April and the demand of security from some of the presses and newspapers caused most of the leading organs of the Congress party to cease publication. As a retort to the Press Ordinance the Congress party adopted a policy of spreading disquieting and even impossible rumours, such as that a Chinese army was advancing on India, the Bolsheviks had attacked Peshawar, mutinies had occurred among the police and treasuries and banks had been looted. Some of these were spread by means of cyclostyled leaflets, the authorship of which it was difficult to trace; others were circulated orally. To counteract this evil and to make accurate news readily available in all parts of the province Government undertook the publication of a tri-weekly Bulletin in English and the vernaculars which was distributed widely over the province and which soon had a large circulation. The nuisance, however, of unauthorised leaflets and bulletins continued and it was not till the promulgation of Ordinance VII—Unauthorised News Sheet and Newspaper Ordinance—that the local authorities had adequate power to deal with it.

Picketing.

The Salt campaign was quickly followed by picketing of cloth and liquor shops. In some instances the picketing of excise shops was resented strongly by consumers and picketers encountered determined physical resistance. In some cases also the picketers adopted more violent methods. But as a general rule the volunteers had an easy task in preventing the sale of liquor or drugs and an even easier task in preventing the sale of foreign cloth. Both customers and vendors hesitated to make complaints to the courts even in cases where criminal offences were committed and dealers in foreign cloth, except some Muhammadan dealers, were without difficulty persuaded to seal up their bales of cloth

and to refrain from open sales. In Bihar also much damage was done to toddy trees, in some cases with the consent of the owners, with a view to decrease the *tari* revenue. As a result the total revenue from excise fell by over Rs. 3 lakhs in the first month of the campaign.

Special powers were needed to deal with the evil and Ordinance V—Prevention of Intimidation Ordinance—which came into force at the beginning of June, gave the police adequate powers for the purpose. The promulgation at the same time of Ordinance VI—Unlawful Instigation Ordinance—also came not a moment too soon; the campaign against the chaukidari-tax which had been carried on spasmodically for some months was beginning to make considerable headway in several districts and the local Government therefore promptly extended the Ordinance to all districts and declared the payment of the tax to be a notified liability. The prosecution of instigators had the desired effect of staying the evil and saving the unfortunate dupes of the Congress party from much trouble. In some districts, however, in particular in Saran and Champaran, the preaching of the agitators had already sunk deep into the minds of the people and at a later stage considerable difficulty was experienced over making realisations of the tax.

The unlawful camp at Bihpur.

As an example of the effective organisation of the Congress campaign, the occurrences at Bihpur in Bhagalpur district must be narrated in some detail. This area, possibly because of the turbulent character of its inhabitants, possibly because of its accessibility, was selected for an intensive campaign. A regular camp of Congress volunteers was established, *lathi* play and drill on semi-military lines was practised and volunteers were sent out from these headquarters first to manufacture salt and subsequently to harass the local liquor vendors and cloth dealers. Demonstrations were also frequently held at the railway station and elsewhere to attract the notice and support of passengers. Still more serious were the attempts made to intimidate the village police and at one time no less than 130 out of 250 chaukidars resigned, chiefly owing to most objectionable methods of social boycott. It was therefore decided to declare the camp or Ashram to be an unlawful assembly and to seize the buildings in which it was held. This was done without difficulty on June 1st, but subsequently on several occasions very large crowds collected and endeavoured to recapture the Ashram. On one occasion several of the prominent provincial leaders were present but

they were unable or unwilling to restrain their followers and the police had to disperse the large crowds which were threatening them. This again gave rise to clamour against the police for their brutality and the action taken by Government was condemned by the Liberal party, especially in Bhagalpur and five newly-elected members of the Legislative Council resigned as a protest. Strong reinforcements of police were sent to the area, for not only in Bihpur itself but in surrounding villages and markets, volunteers were actively engaged in picketing shops. Apart also from the resignations of the chaukidars, the police were hampered in the discharge of their duties and it became hardly safe for single officers or small bodies of police to go out to outlying villages. As a result crime increased and the whole area became lawless. Warnings were issued to the local residents that if these conditions continued, a strong force of police would be posted there and they would have to bear the cost. These warnings were unheeded and hence a force of 100 additional police were posted to Bihpur, Naugachia and adjacent villages for a period of one year. Some attempts were still made by Satyagrahis to re-enter the Ashram but these spectacular attempts gradually diminished when it was found that they ceased to attract public notice or sympathy, though the Congress organisation still tried to make capital out of them by publishing reports of police brutality in their weekly bulletin.

Agitation among Aboriginals.

During the Non-cooperation movement agitators had met with much success in stirring up the aboriginal tribes. In the Civil Disobedience movement also attempts were made to stir up the Santals in the Hazaribagh district and in the Manbhum district there was considerable agitation among the Kharias and Bhumijs. In Hazaribagh the arrest of some of the leading agitators, who were ex-Members of the Legislative Assembly and Legislative Council, temporarily stopped the movement but later the anti-Government movement was skilfully combined with a movement for the uplift of the Santals and received considerable support. As a result of this propaganda the Santals were persuaded that they could oppose authority with impunity; a sub-inspector who was engaged on the investigation of a case in which some women had been branded and ill-treated on the allegation that they were witches was prevented from carrying out his duties; when the Superintendent of Police went out with a small posse of armed police to effect arrests, several Santals walked boldly up to them holding a Swaraj flag in the expectation that they would be immune from arrest. Their arrest revealed the fallacy of their hopes and this

was followed by the arrest of their leader, Bonga Manjhi and his lieutenant Hopna Manjhi. Many orthodox Santals were strongly opposed to the movement, realising the folly of opposing authority and also resenting the interference with the old-established religious and social customs. The arrest of the leaders had therefore the desired effect of stopping the further spread of the movement and this combined with counter-propaganda relieved the local officers of any apprehension of trouble in this area, though it was necessary to watch the situation carefully and prevent any attempts by outside agitators to influence this simple but inflammable race. In Manbhum also on one occasion a body of Kharias and Bhumijs attacked a police party, depriving a sub-inspector of his revolver and slightly injuring him and two constables who were with him. Crime, in particular dacoity, rapidly increased in this area, the inhabitants of which are much addicted to this crime, but the situation improved after a force of military police had marched through the disturbed villages. In the remainder of Chota Nagpur, the agitation never received the support of the local inhabitants and the attempts of outside agitators to create trouble did not meet with any success. In the Santal Parganas also similar attempts were made, especially from Deoghar, but were equally unsuccessful. The only serious incident in this district was an attack on a body of police in Godda subdivision in November 1930. Meetings had been held at which seditious speeches had been delivered and some agitators from Bhagalpur district persuaded some Santals and others to oppose the police who had been sent to enforce the order prohibiting the holding of such meetings. Many of the police were injured by volleys of stones and brickbats and the police who were unarmed had some difficulty in dispersing the rioters. The incident was, however, an isolated one. No further trouble occurred in this area and the movement showed no signs of spreading into the Damin-i-koh, the home of the main body of the Santals. They doubtless realised how they had been duped when they supported the non-cooperation movement 10 years before.

Unrest amongst students.

Another noticeable contrast between the civil disobedience movement and the similar movement of 10 years before was the failure of the supporters of the movement to cause serious interference with schools and colleges. Students and schoolboys especially in the early days assisted in organising hartals and processions to celebrate Independence Day and the arrest of Mr. Gandhi and in some cases attempts were made to prevent by picketing willing students from attending schools. These attempts were most

marked in the days before the summer vacation but after the vacation, partly perhaps due to the influence of the then provincial dictator Mr. Deep Narayan Singh there was little or no interference with educational institutions. The policy of Government to readmit students on payment of fees and on giving a written promise countersigned by their guardians not to engage in further political activities was wholly successful. Discipline was on the whole well maintained especially in the Government schools and colleges and in some cases the senior students did useful work in restraining their juniors from engaging in their foolish amusement of opposing the authorities. In one case a serious attack was made on a Head Master who had incurred the displeasure of his pupils, but this was fortunately an isolated incident.

Picketing intensified.

During the months of July, August and September the picketing campaign was vigorously conducted. Arrests had to be made in large numbers and in all districts in which vigorous action was taken under the Ordinance picketing decreased owing to the paucity of volunteers. The movement was, however, always liable to revive when fresh volunteers were forthcoming and towards the end of the year the release of some of those who had been arrested in the early days of the movement caused a serious though temporary recrudescence in some areas. Social boycott and threats of social boycott began to take the place of open picketing and intimidation and this measure was equally effective coming as it did at a time when for economic reasons there was shortage of money. Consumers of liquor even though prevented from making purchases are slow to give up their drink, and there was a very large increase in the number of cases of illicit distillation especially in Hazaribagh district where no less than 176 cases were detected during the months of September and October. From these figures for one district the extent of illicit distillation in the province as a whole can easily be conjectured. Picketing of cloth shops also gradually diminished partly as a result of prosecutions and partly also as a result of dealers complying with the terms of the Congress. During the Puja holidays the ban was raised a little and sales were conducted freely during this season.

Overcrowding in jails.

The large number of arrests under the Ordinances and Criminal Law led to serious overcrowding in the jails. This in turn made it difficult to impose adequate tasks on those prisoners sentenced to rigorous imprisonment and to maintain discipline among the political prisoners many

of whom deliberately set themselves to cause trouble by defiance of authority. To avoid serious overcrowding and its attendant evils it became necessary to release some prisoners convicted of non-political offences who were nearing the completion of their sentences. At the same time steps were taken to construct a camp jail in a suitable locality near Patna where a good water-supply and building materials were readily available. The rapid construction of this jail with accommodation for over 3,000 prisoners reflected great credit on the engineers responsible for it; the project was only started about the middle of July but the jail was ready for the reception of prisoners by the first week of September when 1,800 prisoners were transferred to it. The fact that this large body of prisoners from all quarters of the province was moved to Patna without any sympathetic demonstration showed that the movement was ceasing to attract public attention and was in contrast to the earlier days when large crowds frequently assembled at the courts, jails and railway stations to greet convicted prisoners.

Growth of lawlessness and attacks upon the police.

In the later stages of the movement, there were numerous instances of degeneration into violence. One of the most serious of these was at Sabour near Bhagalpur where a premeditated attack was made on the Superintendent of Police and a very small body of police who were taking steps to enforce an order prohibiting the holding of a market started by Congress organisers with the object of harassing loyal Muhammadan zamindars who had given help to authorities by deposing in some prosecutions for the illicit manufacture of salt. Both the Superintendent and his men escaped with great difficulty from the attacking crowd and all of them received injuries. The gallantry displayed by the Superintendent Mr. Ninnis was recognised by the award of the King's Police Medal while Subedar Major Jagdeo Prasad Singh of the Bhagalpur Military Police received a bar to the Medal which had been awarded to him for a similar act of gallantry during the non-cooperation movement.

In Balasore district in July a concerted attack was made on a small force of police deputed to assist in the collection of chaukidari-tax in some villages in which the salt campaign had been vigorous a few months before. In Champaran district a similar attack was made on the police for similar reasons and an arrested man was rescued; on the following day reinforcements arrived and though one small body of police was roughly handled by the rioters, the main body succeeded in dispersing them and in effecting arrests of the offenders. It is satisfactory to note in this

case that the offenders subsequently apologised openly for their misconduct and gave practical proof of their repentance by subscribing to the funds of the local Aman Sabha.

In November and December the growth of lawlessness culminated in some serious encounters with the police. One at Godda in the Santal Parganas has already been mentioned. At Jamalpur in Monghyr district a more serious occurrence took place. For some time Congress volunteers had been persuading the coolies employed at the East Indian Railway workshops that the rise in the price of food-stuffs which they had themselves brought about by stopping grain carts from entering the market was due to the sale of liquor. Attacks were made on some of the liquor shops and some constables who were on duty to protect a shop were assaulted. When attempts were made to arrest the culprits, a large and hostile crowd of 5,000 workshop coolies attacked the police and almost surrounded them. The police were compelled to fire and the crowd only fell back after four men had been killed and several wounded.

In December the Military Mounted Police who were sent out to assist in the collection of chaukidari-tax in Saran district were twice attacked by hostile crowds armed with lathis, spears, etc.; on each occasion shots had to be fired before the police could be extricated from the threatening crowd; on the first occasion no one was hit and possibly encouraged by this immunity the villagers made a second attack a few days later. The celebration of Nehru Day in Muzaffarpur led to a hostile crowd threatening and assaulting the police with brickbats and stones; here too the police were compelled to open fire and some casualties occurred. In another area at Chapra where the seditious activities of the residents had led to a large increase in ordinary crime and rendered the posting of additional police necessary, a large crowd attacked the police when they were attempting to disperse a meeting at which seditious speeches were being delivered and the people incited to refuse payment of taxes. The police were again forced to open fire and with difficulty fell back on the police-station on which the mob were contemplating an attack when reinforcements arrived.

During the last month of the year the police had frequently to be employed in assisting in the collection of chaukidari-tax. The appearance of a sufficiently large body of police in a village was usually sufficient to persuade the people to pay up without demur, but in some cases in which they had taken an oath to withhold payment, they adopted curious methods of paying their

dues without breaking their oath, the money being left on the road for the Tahsildar to pick up or grain being given instead of cash. The Congress in pursuance of its policy of abusing the police on every possible opportunity tried to make much capital out of these collections and published in their weekly bulletins long lists, to show that the property attached was disproportionate to the amount due.

Lapse of Ordinances and revival of picketing and no-tax campaign.

On the lapse of the Press Ordinance the chief newspapers of the province which had suspended publication reappeared. There was little change in the matter presented to their readers; police activities were exaggerated and distorted and every effort was made to show that in spite of the " atrocities " committed by the police, the civil disobedience movement was still progressing and commanded the sympathy of the public. Inflammatory pamphlets also reappeared, many designed to seduce the police from their loyalty.

The lapse of the Intimidation Ordinance and of the Unlawful Instigation Ordinance at the end of November led to widespread attempts in nearly all districts of the province to revive picketing and the no-tax campaign at a time when these movements were nearly moribund. To counter this revival of activity use was made of the Criminal Law Amendment Act and beginning with the most disturbed districts such as Saran and Champaran, all associations for the purpose of the Civil Disobedience campaign, by whatever name they might be known, were declared unlawful. This gave the local officers power to suppress this revival of activity to some extent and in the Tirhut Division which showed the most marked signs of a revival of activity demonstrations by large forces of police had the effect of improving conditions, which had temporarily deteriorated partly as a result of the lapse of the Ordinances and partly owing to the return from jail of some of the local leaders. Later it became necessary to enforce the Criminal Law Amendment Act in nearly all districts of the province, for it was found that the Congress organisers promptly devoted attention to those districts in which the local authorities had no special weapon to control the movement.

The Aman Sabhas.

Concurrently with the measures adopted to maintain law and order, steps were taken in all districts to start counter-propaganda and in several districts the local officers received great help in inaugurating Aman Sabhas (Peace and Order Committees) from local residents. Lectures

and meetings were the most usual method of spreading counter-propaganda; reference has already been made to the issue of the *Bihar and Orissa Bulletin* which served a useful purpose in disseminating accurate information. In several districts local newspapers were started; that published at Cuttack entitled the *Satya Samachar* took the place of the Bulletin for Orissa and soon achieved a wide circulation. Attempts were made at times by Congress volunteers to interfere with the meetings of Aman Sabhas and in particular in Champaran district the success of this counter-movement was such that special efforts were made to break up this meeting by bringing in hired volunteers from elsewhere. In Gaya and Patna districts the Aman Sabhas were particularly successful and appear to have been of considerable effect in preventing the spread of the movement.

Notable work by the police.

No account of the Civil Disobedience Movement during the year 1930-31 would be complete without a tribute to the work of the police. Early in July it became necessary to strengthen the provincial reserves which even in normal times are barely adequate for the duties which they are called on to perform and 400 additional constables were enlisted for this purpose, necessary funds being voted by the Legislative Council at the July sessions without opposition. Even with these welcome reinforcements the military and armed police of the province were seldom at their headquarters and had continually to be moved from district to district to deal with some new situation which had arisen. Nor was the work of the ordinary mufassil police less arduous. During the hot months of April and May they were employed in many districts on preventing the illicit manufacture of salt; later they had to deal with the picketers of cloth and excise shops; in carrying out these duties and when engaged in counter-picketing, they were exposed to the taunts and jeers of the volunteers; during the whole period of the campaign they were frequently called upon to deal with unlawful processions and unlawful meetings and on these occasions too their patience was sorely tried. Numerous cases occurred in which small bodies of police escorting prisoners were attacked, while it frequently happened that the police in outlying parts were refused supplies or transport. Some much needed protection was afforded by the extension of Act XX and by the provisions of Ordinance V which made punishable the boycott of public servants. In spite of their arduous work, in spite of the harassment to which they were subjected, the police carried out their duties with unfailing loyalty and the public owe them a deep debt of gratitude for the protection which they gave.

Convictions and apologies.

The total number of persons convicted of offences connected with the civil disobedience movement was a little over eleven thousand, more than seven thousand persons being accounted for under Ordinance V of 1930. To some of these repentance came soon, and nearly two thousand were released on furnishing apologies with an undertaking not to take further part in the movement.

Newspapers and presses.

It was found necessary to demand security from fourteen Presses and eight of them closed down. Some other presses were also warned. Security was also demanded under the Ordinance from the newspapers " Searchlight " and " Dainik Sandesh " of Patna. Both these papers ceased publication. Two newspapers " The Young Utkal " of Cuttack and " The Balak " of Darbhanga had also to be warned. A number of seditious and offensive publications made appearance during the year and up till the middle of November thirty-five such books and pamphlets were proscribed.

Towards the close of the year Congress Committees and allied associations whose avowed object was to further the programme of the civil disobedience movement were declared unlawful under the Indian Criminal Law Amendment Act 1908, in eight districts.

Additional police.

Lawlessness resulting from the Civil Disobedience movement made it necessary to appoint additional police at the cost of the inhabitants of some of the most disturbed areas. In Bhagalpur district a serious election riot made the appointment of additional police at Gopalpur in that district necessary. At Sabour near Bhagalpur constant attempts by Congress volunteers to defy the orders of the local authorities and to interfere with a market belonging to some loyal Muhammadans culminated in a concerted attack on a small force of police in which the Superintendent and other police officers received injury. Bihpur also in this district had for long been a centre of intensive Congress activity; crime increased in the area and the activities of the volunteers impeded the detection of crime and the prosecution of criminals in spite of large reinforcements being sent there from the provincial reserve. In Saran district similar conditions prevailed in police-stations Bhore and Kateya in Gopalganj subdivision; unruly mobs threatened the local police and many professional criminals joined in the movement. At Bareja also in this district the deliberate challenge of the residents to law and

order led to a widespread outbreak of ordinary crime. Finally at Soro in Balasore district, numerous attempts to break the Salt Law were followed by an attack on the police who were assisting in the collection of chaukidari tax. Order in these areas could not be restored except by keeping a large force in the locality for a considerable period at the cost of the local inhabitants. Persons who dissociated themselves from the campaign against law and order and supported Government were exempted from payment.

Crime.

The abnormal increase in crime engendered by the disrespect for law and order brought about by the Civil Disobedience movement and facilitated by the preoccupation of the police with seditious agitation is illustrated by the following figures:—In the 3rd quarter of the year the number of reported dacoities was 125 against a triennial average of 40; the number of burglaries increased by nearly 700 and districts reporting the increase were almost entirely those where the civil disobedience movement had been intensive. In Bhagalpur, Champaran and Saran the number of reported dacoities in 1929 was 20, 11 and 9 respectively; in 1930 excluding the month of December the numbers were 47, 50 and 31. A striking contrast was provided by the districts of Sambalpur and Palamau where the movement had made no headway and where serious crime showed a substantial decrease of 51 and 40 per cent. respectively. There was a decline in the number of cases of petty theft partly due to the fact that such cases were not reported and partly because people were encouraged by congress workers to refer matter for their arbitration instead of going to the police.

Communal ill-feeling and the Sarda Act.

The year was fortunately free from serious communal trouble. Necessary precautions had to be taken at the time of religious festivals, in particular the Bakr-id, but there was only a very minor disturbance at Bhabua in Shahabad district when baseless rumours led to collection of armed crowds. In some cases the civil disobedience movement took a communal tinge; at Bhagalpur a Muhammadan Zamindar was harassed for his support of the authorities.

During the early part of the year there was some sporadic agitation against the Sarda Act but the most significant fact was that there was a large increase in the number of child marriages before the date on which the Act came into force; at Bhagalpur alone licenses for two hundred marriage processions were taken out in a single day and the demand for drummers for the

ceremonies was so great that their remuneration was reported to have risen from Rs. 5 to Rs. 40. Similar reports from other districts in the Province showed that the lower classes, both Hindus and Muhammadans, resented this interference with long established custom.

The Legislative Council.

The general elections of the Legislative Council were held in the month of September but during the existence of the old Council 45 by-elections were notified out of which 8 were contested. In four constituencies no election took place as candidates in the case of two (Patna Division Non-Muhammadan Urban and the North Manbhum Non-Muhammadan Rural) were not forthcoming, while in the remaining (viz., Patna University and North Balasore Non-Muhammadan Rural) the vacancies occurred at a very late stage immediately before the general elections were due.

The by-elections were almost entirely necessitated by the resignation of the Swarajists in obedience to the mandate of the All-India Congress Committee. Fresh candidates replaced those who had resigned and the policy of boycott was not successful, a seat in the Legislature being a highly-prized privilege. These resignations, however, caused the disappearance of a well-organised and disciplined party, acting in unity, who formed the principal opposition and whose methods inside the Council closely followed their counterparts at Delhi.

As usual, two sessions of the Legislative Council were held during the year, viz., the winter session at Patna and the autumn session at Ranchi. There were 27 meetings and out of these, seven were wholly and one partly devoted to non-official business. Khan Bahadur Khwaja Muhammad Nur and Rai Bahadur Lakshmidhar Mahanti continued to hold office as President and Deputy President respectively. After the autumn session, Khan Bahadur Khwaja Muhammad Nur was appointed a Judge of the Patna High Court and thus the connection was severed of a President who had worthily occupied the chair for seven years.

There was a noticeable decline in the number of questions asked, viz., 238 against 632 but the difference was still more marked in the number of supplementary questions asked, which was 140 against 1,036 in the corresponding period of last year. The decline may be due to a better understanding of the information available in the administration reports of the various departments.

Resolutions.

The number of resolutions considered by the Council was fairly large but with the exception of two (one of which was a Government resolution), the rest were all negatived or withdrawn. The accepted resolution of the Government was in regard to the separation of the Council from the Legislative Department, which followed the precedent of similar step taken by the Government of India in regard to the Legislative Assembly. Under the new arrangements the staff of the Legislative Council came directly under the President, and the Deputy Secretary in the Legislative Department ceased to be Secretary of the Council. An attack upon the chaukidari tax in the Chota Nagpur Division was debated in the autumn session but after the Government spokesmen had pointed out the easy incidence of taxation involved and the invaluable part played by the rural police in the daily life of citizens, the Council had no hesitation in rejecting the resolution.

It was only to be expected that in view of the prevailing political conditions during summer Government should be criticised in some form or other for its policy. The target for attack was found in the classification of political prisoners and a resolution was moved that all political prisoners should be given " A " class treatment with simple imprisonment. On behalf of the Government it was pointed out that the recommendations of the Committee set up to revise the jail rules were being carried out but that it was impracticable to accept the principle of this resolution. Government also promised to look into definite complaints about classification, and upon this assurance, the resolution was withdrawn. Other resolutions are not noteworthy, except one, which was moved in appreciation of His Excellency the Viceroy's services and which was adopted *nem con.* In regard to fixation of land revenue of temporarily-settled and flood-affected parts of Orissa at a lower rate, the Government spokesman pointed out that the matter had been carefully gone into during the settlement operations and there was no justification for further concessions to the landlords whose incomes had certainly increased and who had been offered the advantage of a sliding scale for easy payments of revenue. On division there was equality of votes and according to the established convention the President cast his vote against any change.

Course of Legislation.

Three Government bills became law during the year while as many as eight non-official bills lapsed. The Bihar and Orissa Mica Bill, which was thrown

out by the Council in the winter session of 1928 was re-introduced in the autumn session of 1929 and was ultimately passed by the Council during the year under report. The Bill had been redrafted to meet certain of the previous criticisms. Government were also successful in passing the Bihar and Orissa Motor Vehicles Taxation Bill, 1930, the object of which is to impose a tax on motor vehicles for the benefit of road development. There was a half-hearted opposition led by some non-officials but on the whole the members were convinced that for improvement of communications, on which to a great extent the prosperity of the province depends, it was essential to find adequate money and that the taxation of motor vehicles provided the best way. The third bill which became law was the Bihar and Orissa Municipal (Amendment) Bill, 1930, providing for the imposition of a drainage tax in municipalities. Legislation was necessary as the existing law on the subject was found to be lacking in effective provisions. One other bill, the Bihar and Orissa Mussalman Wakf Bill, 1930, was introduced during the period under report for the control of Mussalman charitable and religious endowments within the province. The report of the select committee was presented to the Council in the autumn session of 1930 but the motion for consideration of the bill was not moved as the proposals did not command acceptance of those principally concerned.

A number of other bills were discussed. Four of these dealt with securing to the Mussalmans adequate representation in the municipalities and district boards. There was an insistence that the privilege of separate electorates should be conceded for elections to the local bodies. The Bihar Tenancy (Amendment) Bill, 1929 met the same fate as its predecessors, the divergence of view between the respective parties of landlords and the tenants over the transfer of occupancy holdings and the right of pre-emption being too wide—in spite of all possible attempts at mediation on the part of Government—to admit of a compromise. Government decided that in view of the sharp differences of opinion any legislation forced through by their votes would fail in its object and dropped the bill.

Budget discussions.

The presentation of the budget took one day and two days were devoted to general discussion while the voting of demands for grants occupied 9 days in all. In all thirty-six motions for reduction or omission of budget demands were discussed out of which three were carried, eleven were rejected and twenty-two withdrawn.

One token cut which was carried against the Government was to call attention to the hardship in the sale of estates for arrears of revenue. The mover desired that the Collectors should be instructed not to sell estates if payment was made even later than the kist day, i.e., until the sale day; also that cess should be realised from co-sharers by certificate procedure. The Government spokesman pointed out that in the matter of sale discretion was vested with the Collector and claimed that this discretion had been well used and that there was no good ground for revising the existing rules for the protection of co-sharers which were sufficiently comprehensive. It appeared that by operation of the existing rules only 2 per thousand actually of the estates were sold each year, which was a strong proof that the state of the law was not harsh. In spite of this the motion was carried by 35 votes to 29.

Government was attacked for having done nothing to increase the number of Government irrigation works. A suggestion was made that an irrigation survey should be undertaken of all districts. Government pointed out what had been done for irrigation. They were already paying eleven and a half lakhs of rupees as interest on the Orissa and Tribeni canals. It was also pointed out that the greater part of the province was under permanent settlement with a comparatively light revenue and that it was for the landlords to expend capital on improving their own estates and that Government in view of the financial stringency could not undertake to relieve them of their responsibilities in this direction at the public expense. The motion for a token cut was however carried. In addition to these, the administration of the Bettiah Court of Wards came in for criticism. The guardianship of the Maharani, the absence of Indians in posts of superior management and the prevalence of the thikadari system in the estate were vigorously attacked. Government maintained that the estate was being administered solely from the point of view of efficiency and denied that the system of management was to create a preserve for European officers. The Maharani and her relations were satisfied with the former's treatment and therefore there was no ground for complaint. These arguments did not prevail with the members and the cut was carried.

Though the other demands were either rejected or withdrawn, some were very keenly debated. The Excise budget came in for its usual criticism and Government once more made its policy clear, viz., not total prohibition but encouragement of temperance by

direct and indirect means—this being achieved by raising the price of liquor, restricting hours of sale, restricting the number of shops and decreasing the alcoholic strength of the liquor itself.

The Government action in withholding advertisements from the *Searchlight* was once more prominently brought and criticized as unjust. The reply of Government was that as the newspaper in question had refused to disclose who had been instrumental in securing for it confidential documents of Government, they could not reconsider the question and that in the circumstances it was necessary to show their disapproval of the lapse from journalistic etiquette. Government was also attacked over the continued supersession of the Gaya district board but it was made plain that there was no desire on its part to unduly prolong the period, once its administration had been satisfactorily purged and overhauled.

The disapproval of the members to the compulsory contributions made by the province for the policing of the Bengal and North-Western Railway was voiced again but as the sum had been certified by His Excellency the Governor in the last two years, the cut was not pressed to a division and an undertaking was given that the proceedings would be forwarded to the Government of India for suitable action.

On the transferred side the expansion of primary schools in the province and the necessity for teaching Oriya in the primary schools of Singhbhum district were discussed on a token cut. The Director of Public Instruction announced that it was intended to call a conference for examining afresh the question of primary education in view of the observations made by the Hartog Committee. Another motion sought to eliminate the dual control over the inspection of primary schools and asked for a transfer of full control in the hands of local bodies. Other matters discussed included the delay in the disposal of suits, the claims of Oriyas for appointment in the Judicial Service, the reformation of the prison population and incidentally the classification of prisoners.

Of the supplementary demands the most noteworthy was for increase in the police force which already deficient in strength had to meet heavy demands after the inauguration of the civil disobedience movement. The Council showed its sense of responsibility by agreeing to find more money in view of the spread of lawlessness and the necessity to maintain public peace. The Council also agreed to a sum of Rs. 1,000 being placed at the disposal of each district officer to carry on propaganda against the subversive agitation of the Congress. In the discussion of the police demands

there was a tendency to criticise the police for use of excessive force but a plain statement of the restraint and forbearance which the officers and men had shown in face of provocation convinced the Council.

Elections.

The triennial revision of the electoral rolls of the Legislative Council and the Assembly which was completed towards the end of 1929 involved for the first time the registration of women, but very few voluntarily came forward while even those who were traced out by local agents were reluctant to be enrolled. Claims and objections were rather more numerous than in 1926 but generally voters were as apathetic as before in claiming registration.

On the polling days, September 24th and 25th, there was no serious disorder at any polling station but at a few Congress volunteers attempted to interfere with the election though they were not successful in all cases. Congress supporters generally held aloof but it cannot be said that they were wholly indifferent to the results for apart from attempting to prevent voters from polling. they brought pressure to bear upon candidates to withdraw from elections but made no attempt to reduce the elections to a farce by setting up dummy candidates of low castes. The most noteworthy feature of the elections was the lack of interest taken in them. The percentage of women electors voting for the Assembly and the Council seats was 2.96 and 5.4 respectively and the low percentage is to be mainly attributed to the rigidness of the Purda system in the province. In the contested constituencies of the Assembly and the Council the percentage of voters was 21.5 and 33.2 as against 52.57 and 60.5 for 1926 and at some of the polling stations not a single vote was recorded. In 45 out of 76 constituencies for the Council and 6 out of 12 for the Assembly, there was no contest. Forty-four members of the previous Legislative Council were re-elected while thirty were new men. Apart from the creation of the Muslim " Ahrar party " and the withdrawal of the Swaraj party the elections have brought about no alterations in the existing state of political organisations. The political views of many members are an unknown quantity and while some may be in secret sympathy with the Congress, broadly speaking those returned to the Council can be classified as " Moderates ", Independents and Loyalists. A proper classification is however difficult as the elections were not fought on party lines and personal influence and individual preferences had a great deal to do in turning the scales, not did the candidates enlighten the public

about their views on major political issues or about their policy which they would take up if returned. Canvassing such as there was consisted chiefly of appeals to communal and caste interests, to criticisms of the opposing candidates and to vague promises of helping their constituents.

District boards.

General elections took place in almost all district boards during the year and as was to be expected the Swarajists made an attempt to capture seats; but though they had a majority in only five of the outgoing boards and though the Swarajists were the only candidates with an organisation behind them the elections resulted in a decrease rather than an increase of their influence and they now have a majority in only four boards. Generally speaking those chairmen who had run their boards successfully were again returned. In Monghyr district alone there was no contest, the number of nominations after withdrawals corresponding to the number of available vacancies. Considerations of caste and community were prominent in the elections of ordinary members, but the elections resulted in no marked changes though most seats were contested with considerable vigour. It is of interest to mention that the number of Muslims nominated on to district boards by the Ministry increased from 31 to 35. The results of the elections are particularly interesting because the elections coincided with the most concentrated general political campaign which the province has yet experienced. This campaign and the general political unrest produced in fact very little effect on local bodies. Resolutions were indeed carried frequently by local bodies expressing sympathy with individual members on their imprisonment or congratulations on their release. A few boards also carried resolutions that the Congress flag should be hoisted on their buildings. But action was taken by Government to remove the flag in the one or two instances where a local body did not comply with Government's previous orders to remove it themselves, and this particular political gesture never became popular.

The continued depression in the coal trade resulted in a heavy decrease in the cess income of the Manbhum and Hazaribagh district boards which has brought both of them to the verge of bankruptcy. In other boards the most marked feature of the financial situation continued to be the shortage of funds available for all purposes, and particularly for communications. In order to assist district boards to supplement this shortage a Bill was introduced by the Ministry and was passed during the year for the provincial taxation of motor vehicles, both public and private. The

Bill was supported by an influential section in the Council representing the interests of district boards on an undertaking being given by the Hon'ble Minister for Local Self-Government (who was in charge of the Bill) that a sum equivalent to the net proceeds of the tax would be earmarked for grants to local bodies for roads. A severe strain was imposed on many boards during the last few months of their term of office by an unusually widespread epidemic of cholera. The steps taken by district boards to combat this epidemic were in almost all instances worthy of the highest praise; and though Government are still unable to grant subsidies to more than a few district boards for maintaining separate public health staffs they were able to come to the rescue of four districts by the loan to the district boards of Government health officers. The campaign against water hyacinth in the three Orissa districts was vigorously pursued and early in the year under review the district of Cuttack had been completely freed from the weed by the clearance of pieces of water totalling about 23 square miles in area. Though the main credit for this campaign belongs to Mr. Peck and the officials who worked under him the district boards gave invaluable assistance under his advice. The Gaya district board which was superseded in November 1928 was released from supersession just after the close of the year under review. During the two years of its supersession retrenchments in recurring expenditure were made amounting to about one lakh of rupees and stability and efficiency were restored to the administration. Shortage of funds continued to hamper the activities of almost all district boards and in several districts heavy retrenchments had to be made in educational expenditure in particular.

Municipalities.

The most disturbing feature of municipal administration during the year was the progressive deterioration in the collection of the main taxes. Arrears increased from over five lakhs in April 1927 (the year of the penultimate municipal elections) to nearly nine lakhs in April 1930. and more than half the towns in the province including 13 of the largest towns ended their financial year with arrears amounting to more than 20 per cent. of the current demand. After allowing a period of grace to the newly elected commissioners the Ministry superseded the Patna City municipality in the second half of the year for continued default in this and in other primary duties and warnings have been issued to nearly a score of other municipalities that unless their tax collections show considerable improvement by next April Government may be compelled to intervene. There is no indication that the municipal elections which took place at

the end of last year are likely in most cases to result in any improvement in the administration. The percentage of previous commissioners who were re-elected reached the high average of 62 throughout the province, and the high percentage of rate-payers who recorded their votes (which was an average of 67 for the province) does not justify any favourable inferences regarding the enlightenment of the electorate; in fact in several instances the keenest contests took place in the most inefficient municipalities. There are clear indications however that the supersession of the Patna City municipality was welcomed by its rate-payers. There were no features of interest in the general administration of municipalities. Practically no response was evoked by the appeal made to municipalities by the Bihar and Orissa Maternity and Child Welfare Society to employ trained midwives, and generally speaking municipal control over public health and sanitation continued to be lax and indifferent. The preparation by the Ministry of a sewerage scheme for Patna City was the occasion for amending the Municipal Act to empower municipalities to impose a special drainage tax for the maintenance either of a sewerage or of a surface drainage system. The Motor Vehicles Taxation Act which is now in force removes from municipalities their powers to impose fees for the registration of public motor cars and for licensing their drivers and to tax private motor cars. These powers had seldom been efficiently exercised and it is proposed to set aside a portion of the receipts from motor taxation for grants to municipalities for road projects.

Hospitals and dispensaries.

On the 1st of January 1930 there were 673 hospitals and dispensaries in the province and 8 new dispensaries were opened during the year, one of which was by a private person. At the Patna Medical College Hospital three two-storied blocks for paying patients were completed and opened in April. Eighteen posts of house physicians and surgeons were created on small subsistence allowances in order to utilise the services of young medical graduates and at the same time to give them practical training in their profession. Further improvements were effected by the installation of a hot water supply and electric sterilizers. Government bore the entire cost of a new in-patient block at Dumka sadr hospital, while increasing attention to medical aid for women was evidenced by the opening of a new women's ward at the Ranchi Sadr hospital, the gift of a private donor, and of the Lady Stephenson women's ward at the Patna City hospital. The provincial branch of the Red Cross Society appointed a lady doctor

visitor trained in anti-tuberculosis work to work among women in Patna and another lady doctor to treat Purda women for leprosy in Orissa during the year. For the treatment of Kala-azar and venereal diseases a sum of Rs. 7,500 and Rs. 12,000 respectively was sanctioned.

A new centre for anti-rabic treatment was opened at Cuttack on 1st March 1930 and at Patna the pasteur institute treated 109 persons daily on the average, the great majority of whom were indigent patients. The tuberculosis sanatorium at Itki on the Ranchi plateau was reopened on the 1st of April and an average of about 29 patients were under treatment. The sanatorium removes a long felt want and will, it is hoped, soon become popular in view of its advantageous situation and up-to-date arrangements.

Leprosy relief.

The leprosy survey party surveyed a considerable area in Orissa and a small area in Muzaffarpur district, and opened several leprosy clinics in the area surveyed. Government also gave financial assistance to several local bodies for training doctors and supplying medicines at the new clinics; and their leprosy expert held training classes at convenient centres for instructing local fund medical officers in the prognosis and treatment of leprosy. Government also issued a circular letter to all local bodies indicating the manner in which they could most effectively co-operate in the campaign; and the Bettiah Raj Estate has agreed at Government's request to set aside a sum of Rs. 10,000 a year for leprosy relief work in the district of Champaran. The appointment by the Red Cross Society of a lady doctor for leprosy work in Orissa has already been mentioned. District boards throughout the province are beginning to show practical interest in this work; and the investigations of the survey party are not only revealing that the number of lepers is much higher than is commonly supposed but will it is hoped also provide valuable material for ascertaining the predisposing causes of the disease.

The Radium Institute.

The Radium Institute, which is now in the tenth year of its existence continued to treat patients from all parts of India and Burma, the number treated up till the end of September being 19 per cent. in excess of the figures for the same period of last year. As foreshadowed in the report of last year, radium worth nearly a lakh of rupees was purchased from a donation by the late Maharajadhiraj of Darbhanga made in celebration of the visit of His Excellency the Viceroy to Patna and a proposal has been set on foot for the construction of a separate radium ward with a donation of half a lakh

made to His Excellency the Governor by Kumar Visheshwar Singh of Darbhanga. The plans and estimates have been prepared and it is hoped to start construction forthwith.

Maternity and child welfare.

The pioneer work done by the Bihar and Orissa Maternity and Child Welfare Society has been mentioned in previous reports, and in the four centres supported by it valuable work continued to be done. The Minister in charge of Local Self-Government opened during the year a new centre in west Patna. A steady increase in the number of labour cases supervised and conducted by Government's two maternity supervisors and by the staff of trained midwives who work under them was reported during the year. The activities of the maternity supervisor and her staff of midwives at Patna were developed in a new direction by utilising their services to persuade maternity cases by the grant of small money payments to go to the Medical College Hospital, and this has incidentally increased the clinical material for teaching the college students owing to lack of which students have at present to be deputed to Bangalore for their midwifery training.

At the instance of the Legislative Council Government sanctioned a scheme for subsidising the training of indigenous dais; but very little advantage has so far been taken of the scheme by local bodies.

Vital statistics and public health.

The birth-rate for the year 1930 was 35.7 as against 35.6 in the previous year, the increase of births over death being 6.4 per mille. The death-rate was 29.3 as compared with 26.9 of the previous years, the increase being chiefly due to the severe epidemic of cholera which prevailed during the year throughout the province and accounted for no less than 157,127 deaths. The disease was widespread in the beginning of the year in the Orissa Division and by April there was hardly a district in the province which was free from it. Remarkable progress was made in popularising inoculation as a preventive of cholera and large quantities of cholera vaccine were supplied free through Civil Surgeons to the local bodies. The number of cholera inoculations throughout the province which (in thousands) was 6 in 1926, 38 in 1927, 2,40 in 1928 and 6,56 in 1929 rose this year to about 7,31. Last year's summary mentioned in particular the success of the campaign of voluntary inoculation of pilgrims attending the Ratha-Jatra festival at Puri and its success was still greater in the year under review when 55,000 pilgrims were inoculated in Puri alone. Cholera inoculation was also carried out on a large scale by several

district boards throughout the province, aided by 10 permanent and 25 temporary epidemic doctors employed by the Director of Public Health. Finally a special inoculation campaign was organised for giving immunity to intending pilgrims to the Kumbh mela at Allahabad in the beginning of the year. Twenty-nine temporary medical officers of the licentiate class were engaged and local bodies were also asked to co-operate. No fewer than 70,000 pilgrims to the mela from this province submitted voluntarily to inoculation though cholera was not epidemic in the province at the time. The satisfactory results of this campaign are illustrated by the fact that only 39 cases of cholera and 3 cases of small-pox were detected. They were all sent for immediate treatment to hospitals. Towards the close of the year a Red Cross Public Health Museum on a small scale was opened in the Patna Museum for the education of the public in public health matters.

Water-supply and drainage schemes.

A water-supply installation and surface drainage for the camp jail at Patna was completed during the year at a cost of nearly Rs. 70,000. The installation consists of a tube well yielding about four thousand gallons per hour and of two electrically-driven pumping sets, one of which is intended for use when the emergency generating plant has to be put in operation. Besides there is a complete distributing system with stand posts and bathing platforms and the sullage arrangements are up to date and modern. The important Puri water-supply scheme mentioned in last year's summary has now been sanctioned, and a grant of a lakh of rupees is being made towards its capital cost to the Joint Waterworks Committee by Government. The importance of the scheme will be apparent when it is remembered that Puri is an important pilgrim centre from which cholera and allied diseases are liable to be disseminated throughout India. The Public Health Department also completed the sanitary installations in the newly opened Veterinary College at Patna, the cost being over a lakh and a quarter of rupees. A grant of about a lakh of rupees was made to the Patna City municipality early in the year for extending the pipe water-supply throughout its boundaries.

Educational Activities.

The Bihar and Orissa Educational Service, Class I, which will gradually replace the Indian Educational Service, was constituted during the year, while an officer in special charge of primary education and girls' education was attached to the office of the Director of Public Instruction. The importance of female education on which stress had been laid by the Hartog Committee was emphasised by an additional recurring

grant of Rs. 12,000 for the establishment and maintenance of primary schools in municipal areas. It was inevitable that with the paucity of funds the number of primary schools should decrease but this regrettable feature is counter-balanced by the disappearance of the least satisfactory kind of public school. The experiment of compulsory primary education in the Gopalganj and Maharajganj unions failed to prove successful and it was decided to discontinue the Government grant to the Saran district board for this purpose. A sum of Rs. 95,000 was distributed among 12 district boards for the construction of buildings for middle schools. A revised syllabus was introduced in the secondary training schools while an experiment was undertaken in the substitution of boards' schools for Government schools as the practising schools attached to elementary training schools. The claim of Muhammadans was recognised in the decision to reserve a certain number of upper primary scholarships for them.

In the sphere of higher education hardly anything of outstanding importance took place. Sir Saiyid Sultan Ahmad, whose term of office expired and who had rendered valuable service to the cause of higher education, was replaced as Vice-Chancellor of the Patna University by the Hon'ble Mr. Justice T. S. Macpherson. The B. Sc. honours course in Physics, Chemistry and Botany was introduced at Ravenshaw College, Cuttack, and an officer of the Indian Educational Service was lent to the Tej Narayan Jubilee College as Principal. The Maharajadhiraj of Darbhanga announced a donation of Rs. 1,20,000 to endow a chair for research in the Maithili language.

The committee appointed to examine the alleged deterioration in the merits of matriculates published its report at the beginning of the year. The committee made certain recommendations regarding the extension of the public middle school examination and the adoption of prescribed text-books in English at the matriculation stage and its conclusions were that while there was deterioration in some respects improvements had taken place in other directions. The cataloguing of manuscripts in the Oriental Public Library at Bankipur continued during the year.

It was a matter of satisfaction that during the political excitement which prevailed for the greater part of the year, the cause of education in the province did not suffer to any great extent, and willing co-operation on the whole was offered by the guardians although teachers had an anxious time in enforcing discipline.

Industrial development.

The Board of Industries held three meetings during the year. A resolution for the establishment of stores purchase organisation was mooted and ultimately postponed for further consideration pending receipt of detailed information. A number of applications for state-aid were, as usual, scrutinised and candidates selected for award of state technical scholarships abroad.

The Cottage Industries Institute had another flourishing year to its credit and its goods, for which there is an increasing demand, gained approbation everywhere for their finish and excellence. It is noteworthy that the system of commercial audit and accounting was introduced in this Institute from the 1st April in common with the Bhagalpur Silk Institute and the Wool Weaving Institute. The department had a stall of its own at the British Industries Fair held at Olympia at the beginning of the year and the orders placed by old customers alone amounted to £800. The London Agent sold goods worth £8,400 during the year in spite of the prevailing trade depression and Government sanctioned a proposal for the establishment of a warehouse and show-room in London in co-operation with the Madras Government which is further calculated to increase business. A gift of Rs. 500 worth of hand-woven furnishing textiles was made for decoration of the newly-opened India House and the display in the main hall serves the purpose of a useful advertisement in the metropolis of the Empire. In addition to participation in exhibitions and fairs in India, the department organised an exhibition of its own in the Patna Museum to display the various kind of textiles manufactured in the different institutes under its control. These attempts to revive and enrich the various handicrafts of the province in spite of public indifference and inherent difficulties constitute a notable achievement of the department.

The conference of the heads and teachers of technical and industrial schools foreshadowed last year was held shortly after the end of the year and discussed important subjects like the classification of technical institutes, the relation of technical education with elementary education, particularly with a view to prospective employment, the formation of a technical examination board to control standards of admission and the encouragement of technical literature in the vernaculars of the province. The deliberations of such a conference may be confidently expected to result not only in the co-ordination of activities and the fixation of standards but in finding a solution to the problem of unemployment amongst the middle classes which is steadily becoming more acute.

The variety of technical education offered in the province is a noteworthy feature. Besides Civil Engineering and Artisan courses, training is available in Metallurgy, Tanning, Printing and Book-binding, Mining, Industrial Chemistry and handicrafts like hand-weaving, dyeing and toy-making. A change of far-reaching importance was the introduction of the improved artisan course in place of the old mechanical apprentice course, a prominent feature of which is the teaching imparted through the medium of the vernacular. A simple test has been laid down for admission and it is hoped that the gap which now exists between elementary education and higher education whereby a number of young men with little aptitude for the latter are left stranded will be removed. For training in Europe three scholarships in fuel technology, jute spinning and weaving and mechanical engineering were awarded. In addition two scholarships of Rs. 60 a month were awarded for training in the School of Mines, Dhanbad, while two men were deputed to each of the Bengal Tanning Institute, Calcutta, and the Victoria Jubilee Technical Institute, Bombay. Eight students from this province were also admitted in the Jamshedpur Technical Institute.

The question of recognition of the Engineering degree of the Bihar College of Engineering still remained undecided and as this constitutes an unfair handicap for qualified candidates seeking appointment, its early solution is greatly to be desired. Arrangements were made during the year for the practical training in the Public Works Department and Railways of all candidates who were successful in the University examination for the degree in Bachelor of Civil Engineering.

The Engineering Branch of the department was responsible for the erection of a number of mills. The carp-breeding operations at Ghatsila proved an unprecedented success and two new centres for distribution of fish fry were opened at Cuttack and Sambalpur and an increase of over 60 per cent. over the previous year was recorded in the supply of fry to the public.

Weather and crops.

During the year, the weather conditions though not perfect were on the whole not unfavourable to the cultivator. The ante-monsoon showers were below the normal and even in June rainfall was defective but the month of July made up for the shortage. In September rainfall was copious and benefited the standing crops but it was a little too late for transplanting the full normal area under winter rice. The Hathia rains were timely though below normal but in the

following month rainfall was in excess everywhere, particularly in Orissa and Chota Nagpur. The month of December was practically without any rain and the harvesting of winter rice proceeded smoothly. The outturn of Bhadai crops is estimated at 94 per cent. of the decennial average and that of winter rice at 95 per cent. while the yield of sugarcane crop is also estimated at 96 per cent. of the figures for the last ten years. The sowing of Rabi crops took place under favourable conditions.

The ruling prices of principal food-grains were considerably lower and almost touched pre-war levels. Common rice in the last week of December was cheaper by three and a half seers per rupee and maize by 7 seers as compared with the corresponding period of last year.

Agricultural development.

Shortly before the beginning of the year, the Imperial Council of Agricultural Research met at Pusa and formulated proposals, some of which are of considerable importance to this province. A non-recurring grant of rupees seventy-five thousand and a recurring grant for a period of five years of rupees seventeen thousand per annum was sanctioned for the establishment of a sugar research station in North Bihar, an area which produces nearly half the white sugar in the whole of India, and the actual location of this centre has since been decided upon near Samastipur in Darbhanga district. Another grant of rupees eight thousand was sanctioned for this province to undertake experiments in the designing of a satisfactory small power sugar mill and preliminary work in this direction has already been started.

A further grant of Rs. 1,650 was obtained to collect data on manurial experiments with a view to put investigations in this direction on thorough and systematic lines. The problem of the eradication of water hyacinth, a noxious weed with great possibilities of spread and damage to the water-courses and reservoirs of this province, was not neglected and the Imperial Council of Agricultural Research made a grant of Rs. 4,275 for research work undertaken by Prof. Parija of the Ravenshaw College, Cuttack.

The provincial farms continued to do valuable work and, with increase of *Kamdars*, demonstrations of improved seeds, implements and manures and agricultural practices continued with unabated zeal. The Patna farm was considerably enlarged while a suitable site for an experimental farm was selected at Dumka, particularly with a view to benefit tracts with physical characteristics similar to those of the Santal Parganas. To demonstrate

agricultural improvements suitable for the flood tracts of Orissa a temporary demonstration farm was started at Aul in the Cuttack district.

There was most useful co-operation between the Agricultural Department and the Co-operative Department in the disposal of improved seeds, implements and manures and the possibilities of further increasing mutual assistance are enormous. Exhibitions and fairs, a notable example of which was the one at Bihta which was opened by His Excellency the Governor, provided excellent opportunities for propaganda work which the department hopes to make full use of in future.

The question of the establishment of an Agricultural College was examined during the year by a Special Officer, who was deputed to work out a detailed scheme. He has since submitted his report and it is hoped that with the improvement of the financial condition of the province the question will be taken up in right earnest. Two scholarships were instituted during the year for prosecution of agricultural studies at the Cawnpur Agricultural College in addition to the two already tenable at the Agricultural College at Nagpur.

The fourth quinquennial cattle census took place at the beginning of the year and the results showed an increase in both the adult and young stock of oxen and buffaloes, the total increase being 2·8 per cent. since the last census. On the other hand the population of sheep and goats seems to have slightly decreased but ploughs and carts again show a noticeable increase of about 7·5 per cent.

The line of policy to be adopted in regard to the cattle situation in the province was comprehensively examined and as a first step towards the improvement of live-stock, it was decided to propagate in restricted areas the progeny of the finer breeds which provides a foundation-stock of comparative excellence. Breeding pedigree cattle being a neglected profession, it appears obviously desirable that the Agricultural Department should undertake the supervision of the superior breeds including the Hansi-Hissar type of cattle kept by court of wards and other big landlords. The provincial farms continued within their limited scope to share in the work of livestock improvement by maintaining pedigree herds and buffalo breeding and distribution was carried on as usual on the Sepaya farm. The question of poultry farming has also been taken up and during the year an experimental farm at Kanke began to function. The extension of activities in this direction will of course mainly depend on the interest exhibited by the public.

Veterinary work.

The Bihar and Orissa Veterinary College with its spacious buildings and up-to-date equipment started its first session with effect from the 1st July 1930. The handicap of being unable to provide a suitably trained staff from which the province has suffered ever since its separation from Bengal was thus at last overcome. A strong and representative governing body with specific powers was appointed to supervise the administration of the College and select students for admission. The importance of associating teaching with research on which stress has been laid by the Royal Commission on Agriculture was recognised by the appointment of a Research Officer who is also the Professor of Pathology and Bacteriology. A well-equipped laboratory has been attached to the College where scientific investigations in special spheres bearing on local problems are expected to yield results of far-reaching importance. New admissions together with students from this province transferred from the Bengal Veterinary College brought 52 students on the roll as against the maximum limit of 56 determined by the hostel accommodation. The newly-opened College Hospital treated nearly 400 patients. It is to be hoped that all local bodies will heartily lend their co-operation and support to this new venture not only by the grant of stipends to deserving students but by expanding their veterinary activities and thus absorbing the successfully trained recruits turned out from this Institution. Otherwise no satisfactory progress in combating contagious diseases and other ailments of livestock is possible and the harmful effects of cattle diseases on Agricultural development need hardly be dilated upon.

The department continued to do useful work in combating outbreaks of contagious cattle-diseases. Out of 5,914 reported outbreaks no less than 4,815 were attended by the subordinate staff. The percentage of deaths over seizures was about 25 per cent.; and over one lakh of animals were protected by preventive inoculation. As compared with the previous year, there was a slight decrease in the number of seizures and deaths and a larger decrease in inoculations due to the outbreaks being less virulent. During the period under review more than two lakhs and a half patients were treated at the veterinary hospitals and the number of castrations performed was slightly over three-quarters of a lakh. Unfortunately the financial situation does not permit the exhaustive adoption of the recommendations of the Royal Commission on Agriculture but the question of inoculation of cattle against rinderpest by the serum simultaneous method on a wider scale

is receiving attention. A new post of touring veterinary assistant surgeon was sanctioned for the Puri district while the question of sanctioning another such post for the Kolhan area in the Singhbhum district was under the consideration of Government.

Co-operative Societies.

The 12th session of the Bihar and Orissa Co-operative Federation Congress was held at Muzaffarpur in the month of February and was presided over by Sir Daniel Hamilton, who in an inspiring address laid emphasis on the manner in which the energies of the youths of the country could be diverted into useful channels and a solution of the problem of unemployment found by utilising co-operative methods which were ready at hand. The policy of crying a halt to rapid increase in the number of societies was continued during the year in recognition of the fact that ill-organised and imperfectly supervised societies, where money cannot be economically and productively utilised, only lead to demoralisation. Restriction of numerical expansion and reorganisation of existing societies was rigidly pursued as a result of which only 263 new societies were registered while 236 societies went into liquidation. Amongst the former, 4 health societies and the Purda-weaving Society at Bihar Sharif deserve special mention. The latter was organised at the instance of the Department of Industries for the manufacture of Purdas for export. The Magahia Dom Society in Saran, of which mention was made in last year's report, continued its successful working and it was noteworthy that no member of the tribe connected with the society was convicted during the year of any offence.

The introduction of improved varieties of crops and the holding of training classes for members of village societies were two of the successful activities undertaken by many banks, while participation in rural welfare shows and exhibitions resulted in the dissemination of co-operative ideas to a wide section of the public. A rural welfare show was one of the special features of the Co-operative Federation Congress mentioned above. The association of other departments including those of Public Health, Agriculture and Industries showed how by co-ordination of activities the advantages of improved village life with greater efficiency in the field of production could be brought home to the villager to help him in adjusting his mind to the spirit of the age and in removing the inertia of centuries with which he is enveloped. Increasing use was made of ocular demonstrations by propaganda officers to explain by means of pictorial charts, magic lanterns and lectures

the value of co-operation, cattle welfare and temperance. The demand upon propaganda officers by the central banks was heavy, showing that there is an evident desire for the members of societies to educate themselves in the principles of co-operation. A monthly magazine in Hindi and an English quarterly journal continued to be issued by the Federation to disseminate co-operative ideas.

In main the energies of the department were devoted during the year in tackling some of the more important problems affecting the financial aspect of the movement and in weeding out inefficient and useless societies and guarantee unions which only clog progress and soil the reputation for integrity and trust which the movement in the province is slowly building up.

Administration of Justice.

The volume of criminal and civil work showed no signs of decrease and during the year two permanent posts of District and Sessions Judges were sanctioned by the Secretary of State for India. Temporary appointments of Additional Judges for varying periods were also made in five districts and in Purnea for part of the year three judges had to be employed.

Government decided as an experimental measure to introduce both Nastalik Urdu and Roman as an optional court script in all the civil courts of the Patna Division. This was to meet the wishes particularly of members of the Muhammadan community, who represented that a large number of people employed Urdu alone as the medium of communication. It was decided to continue the experiment undertaken in pursuance of the report of the Civil Justice Committee and to employ two Registrars in the civil courts of Patna and Gaya for another year. Although it is early to comment upon its success, there were indications that it had resulted to a certain extent in checking corruption and stopping extortion. A notification was issued during the year specifying the number of jurors in jury trials in all districts of the province in which the jury system is in force.

Jails.

The large influx of prisoners convicted of political offences was a contingency not entirely foreseen and to meet the heavy responsibility the resources of the Jail Department were tested to the utmost. At one time there were nearly 4,000 more convicts than what the accommodation provided for. To cope with the serious overcrowding it was found necessary to restore the sub-jails at Arrah, Balasore and Chaibassa to their former status of district

jails while a temporary sub-jail at Gulzarbagh and a camp jail at Patna were also opened. The latter was constructed with commendable expedition in the short space of seven weeks and held something like 3,200 prisoners at the end of the year. This jail—the first of its kind in India—was in use from the latter part of August and cost more than 6 lakhs to build. The barracks in it are of galvanised sheeting on mild steel frames with gratings of expanded metal. The hospital blocks are provided with pucca brick flooring and brick walls and overhead the roof consists of Naria tiles with galvanised sheets. The whole is surrounded by a 6″ barbed wire fence with double apron. The maintenance of prison discipline engaged the serious anxiety of those concerned. In some cases the political convicts shed all traces of ' non-violence ' and adopted a truculent and provocative attitude leading to concerted refusal to obey jail rules and inciting other prisoners to mutinous conduct. These manifestations of indiscipline serious enough in many cases were controlled only with difficulty by tactful handling of the situation.

Government sanctioned revised rules in regard to treatment of prisoners confined in the juvenile jail in Monghyr. A good deal of improvement was thereby effected regarding the supply of clothes, bedding, diet and in the privileges of interviews and communications allowed to such prisoners. Changes were also introduced in their classification. But here as in other jails there was unusual overcrowding—at one time the number of such prisoners being more than 400 in excess—and discipline was difficult to maintain on account of lack of proper facilities for segregation and insufficient workshed accommodation, while there was also a dearth of suitable forms of labour. Even in this jail the disturbances culminated in an assault on a warder. The weaving factory at the Buxar Central Jail, which was temporarily closed during the latter part of 1928 due to over-stocking of manufactured material, was restarted during the year under review.

The translation into practice of the considerable changes in prison administration decided upon by the Government of India after consultation of local Governments was carried out during the year and the new rules which received sanction are being incorporated in the Bihar and Orissa Jail Manual. These mainly affect classifications of prisoners and relate to certain privileges of diet, clothing, accommodation and facilities for reading and interviews to Division I and II prisoners. The prison tasks are assigned after due consideration on medical grounds and with careful regard to the

capacity, character, previous mode of life and antecedents of prisoners.

Excise.

The energies of the Excise Department during the year have had to be directed almost entirely to dealing with the situation created by the Swarajist campaign against the Department. As nearly one-third of the provincial revenues are derived from excise a successful campaign against the purchase of excisable articles would cripple the finances of the province. The existence too of prejudices against the consumption of alcohol among an influential section of the population increased greatly the chances of the success of the campaign and gave the Swarajists an opportunity to conduct a political campaign under the guise of a temperance reform movement. The religious and social prejudices above mentioned enabled them in many areas to use the weapon of social boycott effectively; but even in those areas picketing was frequently far from peaceful and various forms of unlawful restraint which sometimes amounted to violence were commonly practised. A typical instance of the methods employed was reported from Patna where a vendor's womenfolk were prevented from leaving his house throughout the day, even in the early mornings. The " volunteers " engaged in this campaign had also no scruples about encouraging illicit distillation and often gave out openly that the private manufacture of intoxicating drinks was permissible. In one instance where a prosecution was instituted the accused when charged with manufacture of illicit liquor explained in their defence that they had been authorised by the Congress to prepare " Swaraj liquor ". One of the most serious results of the campaign has been therefore an enormous increase in illicit distillation with which neither the officers of the Excise Department nor the police have been able to cope owing to their preoccupation with other aspects of the Swarajist campaign. For this reason the actual statistics of prosecutions of detected cases of illicit distillation which were more than double than in the previous year convey only a very incomplete picture of the actual extent of the evil. Such malpractices prevailed widely throughout the rural areas, and in some towns drinking dens were established for the purpose of secretly supplying the consumers who were afraid to pass the picketers at the shops. A side-light is also thrown on the motives of the leaders of this campaign by the fact while the poor man's drink and the two milder intoxicants, namely Toddy and Pachwai, have been strenuously attacked by every method including the damaging of *tar* trees the sale of the rich man's drug, namely opium, has not been interfered with in any way.

When the introduction of the Ordinances and the weakening of the Swarajist forces owing to the measures taken by Government were beginning to result in a return to more normal conditions the unprecedented fall in the price of food-grains began to produce an even more marked effect on the consumption of liquor. This economic factor, which is a much more serious menace to excise revenue than the political campaign which preceded it, has been producing a more and more marked effect towards the end of the year as the cultivating classes being unable to sell their grain are unable to afford to purchase liquor. The decline in excise revenue during the calendar year amounted as compared to the previous period to more than 30 lakhs and is likely to show an even more marked decline as the economic situation accentuates the shortage of cash amongst the poorer classes.

The department in spite of the distraction of the civil disobedience movement continued its policy of indirectly encouraging temperance. The tree-tax system for regulating the tapping for *tar* trees was extended to the districts of Gaya, Muzaffarpur and Monghyr. The rate of duty on *ganja* exported to Nepal was increased by Rs. 3 a seer while the rates of duty on country spirit were fixed in terms of bulk gallons instead of L.P. gallons. The limits of retail sale and of the possession of *bhang* and opium were reduced in certain districts from 4 chataks to 5 tolas and from two and a half tolas to one and a half tolas respectively. The capacity of the bottle measure of country spirit was reduced from 23 to 20 ounces in eight districts without any decrease in the price of a bottle and the contract distillery system was extended to an additional area in the district of Palamau.

Survey and settlements.

During the year ending 30th of September, revision settlement operations were continued in the districts of Balasore, Cuttack, Puri, Santal Parganas and Ranchi, while the original settlement operations in the Kosi Diara neared completion. The revision settlement of Porahat Estate in the district of Singhbhum also commenced during the year and finishing touches were given to the operations in the coastal districts of Orissa. A total area of 1,908 square miles was cadastrally surveyed, the records of 1,663 square miles were attested and those of 2,263 square miles were finally published. In addition the rents of 500,016 tenants were settled.

According to reports received from district officers the records of a number of districts, particularly Muzaffarpur, are growing obsolete but up to the present no revision in North Bihar has been

undertaken. Government passed orders during the year that the maintenance of the boundary between Nepal and this province be placed under the control of the Director of Land Records and Surveys.

The position regarding aerial survey has not altered. Owing to possible distortion of the last settlement maps their comparison with the photographs taken by the Aerial Survey Company disclosed unsatisfactory results. In consequence, fresh prints taken from the last settlement original maps were supplied to the Company but the difficulty in making the photographs fit the last settlement maps at all points, was not overcome. It appears as if air survey would necessarily have to be preceded by a traverse.

Some simplifications in settlement procedure which were found to be practical and economical have been adopted in the Chota Nagpur Settlement from which a saving of nearly ten thousand rupees is likely.

Forests.

There was no noteworthy event in the development of forest policy during the year but there were encouraging signs that the publicity given to the aims and objects of the department was bearing fruit and particularly that the evil effects of forest denudation were becoming more and more appreciated. More interest was also evinced in forest conservancy and proposals for management of nearly 75 square miles of forests belonging to private owners were received by the department. The desire to take advantage of expert advice is one more instance of the growing recognition of the utility of the department.

As elsewhere the general trade depression resulted in a decline of prices although the output of timber, fuel and bamboos was slightly larger than before. This will inevitably be reflected in the financial results of the year. The price of timber alone fell to 64 per cent. of what it was in 1924-25 and this decline reaching almost pre-war level was continuing when the year closed. The price of lac was also on the downward grade and this in view of the failure of crops in the last few years must result in a heavy blow to the industry. The year closed with rather gloomy prospects rendering extension of activities still more difficult and urgent economy as of paramount necessity.

Factories and mines.

Owing to world-wide depression in trade and political unrest in the country the demand for coal gradually decreased and exports were smaller although the prices were maintained at their former level. Two strikes

occurred in the collieries though they were not very prolonged or serious. The total output of coal decreased by 20 thousand tons as compared with last year. Owing to the excellence of rice harvest some scarcity of labour was experienced in the Jharia Coalfields towards the end of the year. Almost all the mines other than coal multiplied during the year, the largest increase being in the number of Mica mines—legislation in respect of which was finally sanctioned during the year. As mentioned elsewhere, the new law is expected to prevent theft of Mica and restore confidence of the legitimate producer. The number of mines working during the year was Mica—449; Stone—77; Limestone—9; Manganese—7; Iron ore—6; Chromite—6; Clay—6; Slate—6; Fireclay—5; Sandstone—4; Steatite—3; Kyanite—3; Gold, Copper and Apatite—one each.

The number of reported accidents in the mines was 390 out of which 119 were fatal, the number of persons killed being 143 and those injured 324. Casualties were heavy in two of the accidents. At the Deoli Colliery six persons were killed by an extensive fall of roof coal and shale and the warning of the impending collapse of the roof was so brief that the miners had hardly any time to make their escape from the dangerous area. At Jarangdih Colliery inflammable gas issuing from the mines was ignited at the top of the up cast shaft and three men working in the vicinity were fatally burnt while four of the sixty-eight persons underground were injured. If the explosion had not been of limited extent the death-roll would have been heavier. It was found that the stoppage of the ventilating machinery due to a temporary failure of the supply of electricity permitted a percentage of gas in the atmosphere of the up cast shaft to reach the explosive limit.

The number of registered factories rose by 13 during the present year and there was also a slight increase in the number of employees. As many as 2,108 accidents were reported up till the middle of December. Action under the Factory Act had to be taken against five factories and in all cases the prosecutions were successful.

Irrigation, navigation and floods.

As the monsoon rainfall was not well distributed the demand for water in irrigation works of Bihar was keen and was satisfactorily met except during the months of May and June when the supply for sugarcane was below requirements in the Son canal. There was no damage by floods and good progress was achieved in the construction of a large additional cross drainage work on

the Tribeni canal. Orissa, which is liable to periodical heavy floods, escaped serious damage during the year. The newly-formed Embankment Divisions were engaged in surveying, designing and estimating the numerous recommendations of the Flood Committee of 1928 and two large Embankment schemes and one large drainage scheme have been sanctioned for construction. The normal demand for water was satisfactorily met in Orissa and a good rice crop is expected. The only noteworthy event as regards navigation is the starting of a steamer service from Chandballi to Cuttack for goods traffic.

Finance.

The budget for 1930-31 anticipated an opening balance of 141.94 lakhs which included 40.65 lakhs comprising the Famine Relief Fund; this was nearly 30 lakhs more than had at first been hoped for, the resulting increase being due to savings in expenditure charged to revenue, the falling off in the demand for takavi and other loans and to an under-estimate originally of the opening balance of the previous year. Actually when the financial year opened, the position was even still better. The opening balance stood at 149.70 lakhs of which 42.58 lakhs represented the balance in the Famine Relief Fund.

The total receipts for the year were estimated at 609.72 lakhs but there was hardly any permanent addition to the revenue demand in these figures. " First edition expenditure " was put at 596.42 lakhs excluding 5 lakhs in the reserve for unforeseen. In view of the meagre margin between receipts and expenditure prudent advice pointed only to cautious advance in fresh commitments but a policy of stagnation could hardly be adopted either. Even with a programme of " Safety First "—which uncharitable critics called slow and halting but which could hardly be spectacular if the financial solvency of the province was to be preserved—new expenditure to the extent of 43 lakhs (of which 28.65 lakhs was to be spent during the year) was provided for, the resulting deficit of 19.53 lakhs being made up by an inroad on the provincial balance. The heavy programme ahead for flood protection works in Orissa and the necessity for further commitments for capital expenditure at headquarters together with subsequent events leading to a fall in revenue abundantly justified the conservatism in regard to the dissipation of the balance.

As usual the transferred departments claimed the lion's share of the new expenditure, viz., 69 per cent. Over a five years'

period ending with March 1931 the share of the transferred departments in the sums released for new activities has been nearly 71½ per cent. It would therefore be a travesty of facts to say that within the slender resources of this province there has been a starvation of the nation-building departments.

The financial story of 1930 is one of unrealised hopes and shattered dreams. In particular the excise revenue, which is the mainstay of the provincial finances, was subjected to important losses. It was anticipated that there would be a slight increase owing to the favourable agricultural conditions. These expectations were belied thanks mainly to the intensive activities of the Civil Disobedience movement of which the organised attack on drink and drugs formed the principal item. The total receipts in the revised budget estimate figure at 567.05 lakhs and the decrease in Excise Revenue alone is expected to be nearly 43 lakhs. On the other hand, expenditure has necessarily risen in providing increased jail accommodation and extra police for maintenance of law and order. Pension payments have also been responsible for an extra 2 lakhs. Thus expenditure debitable to revenue is expected to amount to 613.57 lakhs against an estimate of 601.68 lakhs while the forecast for the provincial balance at the close of the year is 89.97. In other words the province will be worse off by 32.44 lakhs than it expected to be when the budget was framed in 1930.

Even in normal years, with the inelastic resources of the province, the budget gives food for anxious thought but with the slump in agricultural produce, depression in trade and the deliberate attack on provincial revenues by the blind protagonists of the Civil Disobedience movement, the situation is gloomy and dark. It is obvious that not only must a halt be cried to expansion of further activities in the nation-building departments but drastic economics which will probably have to be intensified later must be enforced all round if financial bankruptcy is to be staved off.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E.

B.—MINISTERS.

Ministry of Education: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Sir Ganesh Datta Singh, Kt.

C.—THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur, C.B.E.—President.

Rai Bahadur Lakshmidhar Mahanti.—Deputy President.

Mr. John Augustus Samuel, Bar.-at-Law.—Secretary.

Mr. Saiyid Anwar Yusuf, Bar.-at-Law.—Assistant of the Secretary.

EX-OFFICIO MEMBERS. (2)

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E.

NOMINATED OFFICIALS. (14)

Mr. Hugh Kynaston Briscoe, C.I.E., I.C.S.

Mr. Godfrey Elwin Owen, I.C.S.

Mr. Robert Edwin Russell, I.C.S.

Mr. Ernest Leslie Glass.

Mr. James Augustine Sweeney, I.C.S.

Mr. William Bailie Brett, I.C.S.

Mr. Bhalchandra Krishna Gokhale, I.C.S.

Mr. George Ernest Fawcus, C.I.E., O.B.E.

Mr. Walter Swain, C.I.E.

Mr. Henry Abraham Gubbay.

Mr. William Bissill Heycock, I.C.S.

Colonel William Mitchell Houston.

Mr. Dhirendra Chandra Gupta.

Mr. Sydney Earnest Platt (special).

NOMINATED NON-OFFICIALS. (8)

Raja Devakinandan Prashad Singh.

Diwan Bahadur Sri Krishna Mahapatra.

Khan Bahadur Saiyid Shah Wajid Hussain.

NOMINATED REPRESENTATIVES OF CLASSES AND COMMUNITIES. (10)

	Constituencies.
Mr. Dhan Masih Panna ...	Aborigines.
Rev. Pritam Luther Singh ...	
Rev. Brajananda Das ...	Depressed Classes.
Rev. Emanuel Sukh ...	
Rai Bahadur Bansidhar Dhandhania	Industrial interests other than planting and mining.
Rai Bahadur Kalipada Sarkar ...	The Domiciled Bengali Community.
Mr. Alfred Eustace D'Silva ...	The Anglo-Indian Community.
Mr. Sorab Solomon Day ...	The Indian Christian Community.
Rai Sahib Harendra Nath Banarji	Labouring classes.
Mr. John Podger (for the period the	Mica Bill is under consideration).

ELECTED MEMBERS. (76)

Patna Division. (16)

Mr. Saiyid Abdul Aziz ...	Patna Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Husain.	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.	West Patna Muhammadan Rural.
Babu Nawal Kishore Prashad ...	Patna Division Non-Muhammadan Urban.
Babu Shyam Narayan Singh Sharma	Patna Non-Muhammadan Urban.
Rai Bahadur Lekh Narayan Singh	East Patna Non-Muhammadan Rural.
Babu Rajandhari Sinha ...	West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.	Landholders, Patna Division.
Maulavi Qazi Ahmad Husain ...	Gaya Muhammadan Rural.

		Constituencies.
Mr. Rajkishore Lal	...	West Gaya Non-Muhammadan Rural.
Babu Bhagawati Sharan Singh	...	Central Gaya ditto.
The Hon'ble Sir Ganesh Datta Singh, Kt.		East Gaya ditto.
Mr. Saiyid Muhammad Athar Husain.		Shahabad Muhammadan Rural.
Pandit Dudhnath Pande	...	Central Shahabad Non-Muhammadan Rural.
Babu Radha Mohan Sinha	...	South Shahabad Non-Muhammadan Rural.
Mr. Sachchidananda Sinha	...	Arrah ditto.

Tirhut Division. (19)

Maulavi Abdul Ghani	...	Tirhut Division Muhammadan Urban.
Maulavi Muhammad Ishaq	...	Muzaffarpur Muhammadan Rural.
Maulavi Abdul Hamid Khan	...	Darbhanga ditto.
Maulavi Saiyid Mubarak Ali Sahib		Saran Muhammadan Rural.
Khan Bahadur Muhammad Jan	...	Champaran Muhammadan Rural.
Babu Sri Narayan Mahtha	...	Tirhut Division Non-Muhammadan Urban.
Babu Maheshvar Prashad Narayan Sinha.		North-West Darbhanga Non-Muhammadan Rural.
Babu Dhanraj Sharma	...	North-East Darbhanga Non-Muhammadan Rural.
Babu Saradanand Kumar	...	South-East Darbhanga Non-Muhammadan Rural.
Babu Rajeshvar Prashad Narayan Sinha.		Samastipur Non-Muhammadan Rural.
Babu Rameshvar Pratap Sahi	...	North Muzaffarpur Non-Muhammadan Rural.
Mahanth Darshan Das	...	East Muzaffarpur Non-Muhammadan Rural.
Babu Badri Narayan Singh	...	West Muzaffarpur Non-Muhammadan Rural.
Babu Shyam Nandan Sahay	...	Hajipur Non-Muhammadan Rural.

	Constituencies.
Babu Srinandan Prashad Narayan Singh Sharma.	North Saran Non-Muhammadan Rural.
Babu Deokinandan Prashad Sinha	South Saran ditto.
Babu Balaram Rai ...	North Champaran Non-Muhammadan Rural.
Babu Rameshvar Prashad Datta ...	South Champaran Non-Muhammadan Rural.
Babu Chandreshvar Prashad Narayan Sinha.	Landholders', Tirhut Division.

Bhagalpur Division. (17)

Khan Bahadur Abdul Wahhab Khan.	Bhagalpur Division Muhammadan Urban.
Maulavi Alauddin Ahmad ...	Bhagalpur Muhammadan Rural.
Chaudhuri Muhammad Nazirul Hasan.	Monghyr Muhammadan Rural.
Maulavi Haji Muhammad Bux Chaudhuri.	Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
Khan Bahadur Saiyid Muhammad Ismail.	Santal Parganas Muhammadan Rural.
Babu Vasistha Narayan Singh ...	Bhagalpur Division Non-Muhammadan Urban.
Babu Amarendra Narayan Sinha ...	North Bhagalpur Non-Muhammadan Rural.
Rai Bahadur Lakshmi Narayan Singh.	Central Bhagalpur Non-Muhammadan Rural.
Babu Anant Prashad ...	South Bhagalpur Non-Muhammadan Rural.
Babu Sri Krishna Prashad ...	South-West Monghyr Non-Muhammadan Rural.
Babu Bishundeo Narayan Singh ...	North-West Monghyr Non-Muhammadan Rural.
Rai Bahadur Devanandan Prashad	East Monghyr Non-Muhammadan Rural.
Rai Bahadur Prithi Chand Lal Chaudhuri.	Purnea Non-Muhammadan Rural.
Babu Kamaleshwari Sahay ...	Santal Parganas North Non-Muhammadan Rural.

	Constituencies.
Mr. Sagram Hembrome ...	Santal Parganas South Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh	Landholders', Bhagalpur Division.

Orissa Division. (10)

Maulavi Saiyid Muhammad Nurul Huda.	Orissa Division Muhammadan Rural.
Rai Sahib Lokenath Misra ...	Orissa Division Non-Muhammadan Urban.
Babu Braja Sundar Das ...	North Cuttack Non-Muhammadan Rural.
Rai Bahadur Lakshmidhar Mahanti	South Cuttack Non-Muhammadan Rural.
Babu Gajendra Prashad Das ...	North Balasore Non-Muhammadan Rural.
Chaudhuri Bhagabat Prashad Samantarai Mahapatra.	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra ...	North Puri Non-Muhammadan Rural.
Babu Jagabandhu Sinha ...	South Puri Non-Muhammadan Rural.
Babu Braja Mohan Panda ...	Sambalpur Non-Muhammadan Rural.
Babu Birabar Narayan Chandra Dhir Narendra.	Landholders', Orissa Division.

Chota Nagpur Division. (9)

Khan Bahadur Khwaja Muhammad Nur, C.B.E.	Chota Nagpur Division Muhammadan Rural.
Babu Nirmal Chandra Mitra ...	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sharat Chandra Ray	Ranchi Non-Muhammadan Rural.
Babu Kalyan Singh ...	Hazaribagh Non-Muhammadan Rural.
Babu Devaki Prashad Sinha ...	Palamau Non-Muhammadan Rural.
Rai Bahadur Jyotirmay Chatterji	South Manbhum Non-Muhammadan Rural.
Babu Devendra Nath Samanta ...	Singhbhum Non-Muhammadan Rural.
Babu Gunendra Nath Ray ...	North Manbhum Non-Muhammadan Rural.
Babu Maheshvari Prashad Narayan Deo.	Landholders', Chota Nagpur Division.

		Constituencies.
Others. (5)		
Rai Bahadur Dwarika Nath	...	Patna University.
Lt.-Col. Daniel Douglas	...	European Constituency.
Mr. Edward Joseph Finch	...	Planting Constituency.
Mr. Archibald Arthur Forbes Bray		Indian Mining Association.
Mr. Amrit Lal Ojha	...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED. (1)

The Hon'ble Mr. A. P. Middleton, I.C.S.

ELECTED. (3)

The Hon'ble Mr. Surpat Singh ...
The Hon'ble Mr. Nirmal Kumar ... } Bihar and Orissa (Non-Muhammadan).

The Hon'ble Khan Bahadur Shah Muhammad Yahya ... Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED. (1)

Babu Ram Prashad Narayan Sahi.

ELECTED. (12)

		Constituencies.
Khan Bahadur Sarfaraz Husain Khan.		Patna and Chota Nagpur *Cum* Orissa (Muhammadan).
Raja Raghunandan Prashad Singh		Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman	...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee	...	Tirhut Division (Muhammadan).
Mr. Adit Prashad Singh	...	Darbhanga *Cum* Saran (Non-Muhammadan).
Mr. Gaya Prashad Singh	...	Muzaffarpur *Cum* Champaran (Non-Muhammadan).
Pandit Nilakantha Das	...	Orissa Division (Non-Muhammadan).
Mr. Bhubanananda Das	...	Ditto.

	Constituencies.
Mr. Rajivaranjan Prashad Sinha ...	Patna *Cum* Shahabad (Non-Muhammadan).
Mr. Hari Prashad Lal	Gaya *Cum* Monghyr (Non-Muhammadan.)
Mr. Ganganand Sinha ...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Thakur Mahendra Nath Sahi Deo	Chota Nagpur Division (Non-Muhammadan).

APPENDIX III.

ABSTRACT OF THE BUDGET ESTIMATES FOR 1930-31.

[IN THOUSANDS OF RUPEES.]

Revenue and Receipts.	Budget Estimate, 1930-31.	Revised Estimate, 1929-30.	Budget Estimate, 1929-30.
1	2	3	4
II.—Taxes on Income	4,50	4,50	3,15
V.—Land Revenue	1,82,26	1,77,03	1,75,40
VI.—Excise	1,92,77	1,92,77	1,90,45
VII.—Stamps	1,11,20	1,10,50	1,10,50
VIII.—Forest	10,09	9,92	11,20
IX.—Registration	16,81	16,75	17,60
XIII.—Irrigation, Navigation, Embankment and Drainage works for which capital accounts are kept.	16,01	14,69	17,11
XIV.—Irrigation, Navigation, Embankment and Drainage works for which no capital accounts are kept.	1,10	1,09	1,08
XVI.—Interest	7,12	7,80	6,91
XVII.—Administration of Justice	5,24	5,28	5,54
XVIII.—Jails and Convicts Settlements ..	6,95	7,16	6,93
XIX.—Police	1,67	1,92	1,84
XX.—Ports and Pilotage	..	..	..
XXI.—Education	7,10	7,00	6,86
XXII.—Medical	2,02	2,03	1,84
XXIII.—Public Health	1,80	91	1,01
XXIV.—Agriculture	2,67	3,00	2,86
XXV.—Industries	79	3,03	2,67
XXVI.—Miscellaneous Departments	1	1	2
XXX.—Civil Works	6,10	5,70	6,57
XXXII.—Transfers from Famine Relief Fund ..	..	8,00	8,00
XXXIII.—Receipts in aid of superannuation ..	1,39	1,24	1,21
XXXIV.—Stationary and Printing	2,42	2,47	2,45
XXXV.—Miscellaneous	4,53	5,79	3,61
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..
XL.—Extraordinary Receipts	..	..	..
TOTAL REVENUE ..	5,84,55	5,88,59	5,84,81
Loans and Advances by the Provincial Government (Recoveries).	8,20	13,21	11,08
Advances from the Provincial Loans Fund	..	..	..
Transfers from Famine Relief Fund	6,79	14,10	16,39
Famine Relief Fund	7,03	4,10	3,99
Appropriation for reduction or avoidance of debt ..	48	45	45
Suspense	2,67	2,84	3,25
TOTAL RECEIPTS ..	6,09,72	6,23,29	6,19,97
Opening Balance	(a)1,41,94	(b)1,71,89	1,60,72
GRAND TOTAL ..	7,51,66	7,95,18	7,80,69

(a) Includes 40,65 in Famine Relief Fund.

(b) Includes 58,65 in Famine Relief Fund.

APPENDIX III—*concld.*

ABSTRACT OF THE BUDGET ESTIMATES FOR 1930-31.

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1930-31.	Revised Estimate, 1929-30.	Budget Estimate, 1929-30.
5.—Land Revenue	24,99	26,61	26,41
6.—Excise	18,37	18,43	18,85
7.—Stamps	2,71	2,71	2,69
8.—Forest	8,29	8,00	8,39
8A.—Forest Capital outlay charged to revenue	1,76	1,37	1,66
9.—Registration	6,63	6,47	6,69
14.—Interest on Irrigation Works for which capital accounts are kept.	20,46	20,46	20,46
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenue.	3,43	2,62	2,26
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works.	1	4	1
19.—Interest on ordinary debt	87	99	98
20.—Interest on other obligations	93	37	43
21.—Appropriation for reduction or avoidance of debt	48	45	45
22.—General Administration	74,34	74,79	75,26
24.—Administration of Justice	42,02	41,09	41,49
25.—Jails and Convict Settlements	20,93	20,54	20,98
26.—Police	86,20	84,90	84,88
27.—Ports and Pilotage	..	..	..
30.—Scientific Departments	45	44	44
31.—Education	93,47	92,18	92,12
32.—Medical	30,62	30,36	30,47
33.—Public Health	18,97	22,07	23,24
34.—Agriculture	16,63	16,07	16,78
35.—Industries	11,41	11,49	11,40
37.—Miscellaneous Departments	42	46	49
41.—Civil Works	75,28	86,71	83,45
43.—Famine	82	10	1,00
45—Superannuation allowances and pensions	28,87	28,12	27,62
45A.—Commutations of pensions financed from ordinary revenues.	92	1,43	2,00
46.—Stationery and Printing	9,50	9,30	9,63
47.—Miscellaneous	1,90	2,78	1,84
51.—Contributions to the Central Government by Provincial Government.	..	..	..
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..
Total Expenditure charged to Revenue	6,01,68	6,11,35	6,12,37
Commuted value of pensions	—13	—13	—13
Loans and advances by the Provincial Government	8,45	14,57	19,00
Advances from the Provincial Loans Fund (Repayments).	48	45	45
Transfers from Famine Relief Fund (Repayments)	4,34	1,70	1,98
Famine Relief Fund	6,79	22,10	24,39
Suspense	2,64	3,20	3,45
Total Expenditure not charged to Revenue	22,57	41,89	49,14
Reserve for unforeseen	5,00	..	7,47
Total Expenditure	6,29,25	6,53,24	6,68,98
Closing balance	(a)1,22,41	(b)1,41,94	(c)1,11,71
Grand Total	7,51,66	7,95,18	7,80,69
Provincial — Surplus	..	..	..
Provincial — Deficit	19,53	29,95	49,01

(*a*) Includes 40,89 in Famine Relief Fund.
(*b*) Includes 40,65 in Famine Relief Fund. (The latest departmental estimates indicate a probable decrease of Rs. 84 in this figure.
(*c*) Includes 36,70 in Famine Relief Fund.

APPENDIX IV.

Speech of His Excellency the acting Governor proroguing the autumn session of the Legislative Council in 1930.

Mr. President and Members of the Legislative Council of Bihar and Orissa,

I should not ordinarily have taken upon myself to address the Council during my very short incumbency of office here, but I am doing so because the Council has met for its last session under very exceptional conditions. A great cloud is hanging over the country and forces have been let loose which are endangering the very foundations of our society. Your presence here to-day implies that you at any rate stand for orderly and constitutional advance in matters political, and whether you agree with the aims of the Congress Party or not and even if you feel tempted to sympathise with individuals among the militant members of that party you disapprove of their methods in this matter. I am convinced that you truly represent the great majority in this province.

But there is an influential section which has,—reckless of the consequences which must follow their success,—taken up the campaign of civil disobedience. Success in their endeavours involves the destruction of the sanctions upon which our social structure is based. In this province, although I am glad to say we have so far escaped from the gravest consequences of the movement, the normal life and administration have been seriously affected. Many were inclined to scoff at breaches of the Salt Law in Bihar. The futility of making bad salt at a greater cost than buying good salt was obvious, and suppression might have seemed hardly necessary if the making of contraband salt were the beginning and the end. But no secret was made of the fact that the contravention of the Salt Law was merely a preparation of the ground for more serious attacks on the administration. The uneducated classes of India have a profound respect for Law and it was desired to upset their mental balance by a demonstration of the wholesale breaking of laws. There followed in succession general picketing of excise shops, which is in no respect a temperance movement, but is undertaken for the purpose of harassing Government by decreasing their revenues; the boycott of foreign cloth, by which it was intended to bring political pressure to bear upon Government regardless of the injury done to the shopkeepers and of the inevitable raising of prices against the consumer. Next in turn comes the incitement of the populace to refuse to pay taxes: to-day the chaukidari-tax, to-morrow it may be land revenue and the next day agricultural rent. And all the time the officers and men of the Police who were doing their duty of maintaining order and preventing crime have been by turns abused and boycotted, or cajoled and incited to leave their duty and betray their trust. And not only the Police but Government servants in general have been made the object of abuse and social boycott. This campaign of calumny, I am glad to say, has been altogether ineffective in Bihar and Orissa in detaching Government servants from their loyalty.

A man may easily push a boulder from the top of a hill, but once it has gathered momentum it is quite beyond his power to stop it. So it

is with the man who sets in motion the disruptive forces against the social structure built up by law and order.

The message which the Congress Party preaches is contempt for law and revolution against established Government; and whatever limit the leaders of the movement may have set for themselves in the methods to be used and the distance to be travelled, they are no longer capable of controlling the forces of disorder that have been unchained. You cannot inculcate in the minds of the masses that particular laws are to be broken without at the same time engendering the idea that Law in general has no binding force. In consequence in those districts where disobedience has been preached and practised, dacoity has lifted its head, and the robber takes advantage of the Police being temporarily distracted from their duty of maintaining public security. Where laws are broken each man becomes a law unto himself—the criminal no less than the politician,—and the complete success of the revolutionary movement would be stark anarchy. Idealists in the cause of independence may preach the doctrine of non-violence, but is there any sane man when considering the happenings of the last three months who believes that the movement can be non-violent. Can you dissociate from the lawlessness bred by civil disobedience the insurrection, murder and arson at Sholapur and Chittagong, the murder of Police at Midnapur and the grave rioting in many places all over India, and it is impossible to condemn strongly enough the most dangerous movement of all, namely the invitation given to wild tribes of the North-Western Frontier to invade British India for the overthrow of Government. If this attempt had been even temporarily successful North-West India would have been a prey to rapine and loot.

We in Bihar and Orissa have so far escaped from the most serious form of anarchy which has marked the progress of the movement in some other provinces and I trust we may continue to do so. We have escaped these dangers, thanks to the firm handling of trouble in the early stages by our District Officers, and thanks to the staunch loyalty of our Police of whom the province may justly be proud; and thanks also to the natural good sense and sanity of the general population who have declined to be stampeded by plausible agitators. The main burden of saving the province from disaster has necessarily fallen on the Police in particular, and both officers and men have discharged their difficult duties with great courage and with restraint.

If I have drawn a true picture of the political situation at the moment I am entitled to claim support for Government from all men of good-will who can see the dangers both in the present and the future arising from this assault on the stability of Government. It will be to their own peril if they stand aside and take no part in averting the consequences of this movement.

In this connection my Government will lay before you two supplementary demands, one for temporary additions to our Police who have been so severely tried. They must have some relaxation from the constant strain put upon them and it is thought necessary to supplement our reserves immediately by the addition of 400 men and their complement of officers. The other demand is for a small grant to each District Officer towards the expenses of counter-propaganda to meet the flood of misrepresentation with which the enemies of Government are corrupting the countryside. I may explain that Government had made it a rule for their servants to take no part in constitutional politics, and to hold aloof from all parties; but this rule no longer holds, when one party is frankly out for revolution; and

it becomes the duty of Government Officers to mobilize all possible means of counteracting the danger. In several districts the supporters of law and order are forming associations under the leadership of local officers and subscribing funds for the purpose of counter-propaganda, but in the initial stages till the promised subscriptions come in, it is not desirable to postpone action and some small outlay may have to be undertaken by the District Officer. It is for this purpose that the demand will be presented.

I have to refer to one other matter which will come before you in the present Session. The Muslim Waqf Bill was framed by the Hon'ble Minister in the Education Department in circumstances of which you all are aware. Government have regarded the regulation of religious endowments as being essentially a matter to be determined by the Muslim community and have been prepared to lend their support in Council to a Bill governing the use and control of waqfs only on condition that its provisions command a general assent from the community. Unfortunately in spite of the strenuous efforts of the Hon'ble Minister to produce an agreed Bill, he has not been successful and Government have accordingly decided in circumstances which will be explained by the Hon'ble Minister not to proceed with the Bill in the present Council. I believe, however, that the labour spent on the Bill has not been wasted and that the lines on which another Bill upon the subject may be drafted at some future date have become more clear by reason of the discussions which have occurred.

At this the concluding Session of Council it would be not unusual for the Governor to summarise the business which has been put through during its lifetime, but I feel that for me to do so would be somewhat invidious as I have myself been during this period so largely a protagonist in the Council Chamber; and I accordingly take my leave of you with the hope that after the elections in September, I shall meet many of you again when the Council reassembles.

APPENDIX V.

Sources of Information Available to the Public.

CHAPTER I.—POLITICAL AND GENERAL EVENTS.

Annual Report on the working of the Indian Trade Union Act, XVI of 1926, in the province of Bihar and Orissa during 1929-30.

CHAPTER II.—FINANCE.

Financial statements for Bihar and Orissa, 1929-30 and 1930-31.

Debates in the Legislative Council on the budgets for 1929-30 and 1930-31.

Report on the annual statistics of the Stamp Department for the year 1929-30.

CHAPTER III.—THE LEGISLATIVE COUNCIL.

Proceedings of the Bihar and Orissa Legislative Council, Volumes XX, XXI, XXII.

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolutions reviewing the reports on the working of district boards and municipalities in Bihar and Orissa during 1929-30.

Annual Report on the working of the local Audit Department for 1929-30.

CHAPTER V.—EDUCATION.

Report on the progress of education in Bihar and Orissa for 1929-30.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Returns of Hospitals and Dispensaries for 1929.

Annual Public Health Report for 1929 and the Annual Vaccination Report for 1929-30.

Annual Report of the Superintending Engineer, Public Health Department (Engineering Branch), for 1929-30.

Annual Report on the working of the Radium Institute for 1929.

Annual Report of the Medical Schools in the province for 1929-30.

Triennial Report on the working of the Ranchi Indian Mental Hospital, Kanke, for 1927-29.

Annual Report of the Prince of Wales Medical College for 1929-30.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1929.

Administration Report on Jails of Bihar and Orissa for 1929.

Report on the Administration of Civil Justice for 1929.

Report on the Administration of Criminal Justice for 1929.

CHAPTER VIII.—EXCISE.

Report on the Administration of the Excise Department for 1929-30.

CHAPTER IX.—GOVERNMENT AND THE LAND.

Report on Land Revenue Administration for 1929-30.

Report of Wards, Encumbered, Trust and attached Estates for 1929-30.

Annual Progress Report on the Forest Administration for 1929-30.

Annual Report on the work of the Department of Land Records and Surveys, Bihar and Orissa, for year ending 30th September, 1930.

Annual Administration Report of the Irrigation Department for 1929-30.

Administration and Progress Report of the Public Works Department (Buildings and Roads) for 1929-30.

Annual Report on the working of the Assam Labour Emigration Act 1901 for the year ending 30th June 1930.

CHAPTER X.—AGRICULTURE AND CO-OPERATION.

Annual Report of the Agricultural Department for 1929-30.

Annual Report of the Civil Veterinary Department for 1929-30.

Report on the working of Co-operative Societies in Bihar and Orissa for 1929.

Season and Crop Report for 1929-30.

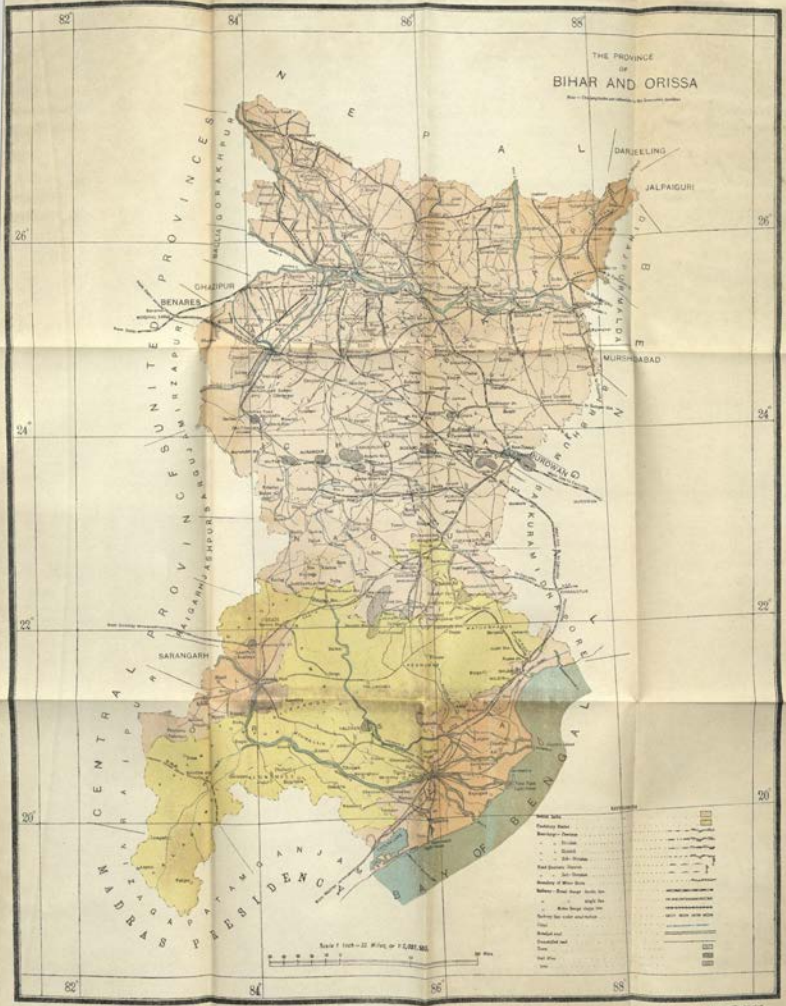
Report of the Bihar and Orissa Provincial Banking Enquiry Committee, 1929-30, Volume I.

CHAPTER XI.—COMMERCE AND INDUSTRY.

Annual Report of the Director of Industries for 1929-30.

Report of the Chief Inspector of Mines in India for 1929.

Annual Report of the working of the Indian Factories Act in Bihar and Orissa for 1929.


THE PROVINCE
OF
BIHAR AND ORISSA
NEPAL
DARJEELING
JALPAIGURI
GHAZIPUR
BENARES
MURSHIDABAD
SARANGARH
BAY OF BENGAL
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84°
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